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No. 1207

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INTERNATIONAL ECONOMIC RELATIONS

NORMS FOR DELIVERIES OF EXPORT GOODS

Moscow KHOZYAYSTVO I PRAVO in Russian No 7, Jul 79 pp 79-82

/Article by V. Svirin, state arbiter of the USSR State Board of Arbitration, and Ye. Razlivanova, senior consultant of the USSR State Board of Arbitration: "The Delivery of Goods for Export and Some Features of Its Legal Regulation"/

/Text/ One of the main features of the legal regulation of deliveries of goods for export is the fact that they are not subject to official registration on the basis of contracts and are carried out on the basis of the supply orders placed by customers with suppliers. The parent enterprises (the suppliers), in turn, place with the enterprises, which supply components, subassemblies, parts and spare parts on the basis of shipments under subcontracting arrangements, supply orders on conditions which ensure the filling of the supply orders of the customers.

The violation of the established procedure of registering the deliveries of goods for export entails adverse consequences for the party which committed this violation. Thus, when considering the precontractual dispute between the Tallin Norma Production Association and the Motor Vehicle Plant imeni Leninskogo komsomola (the Moskvich Production Association) it was ascertained that the Motor Vehicle Plant imeni Leninskogo komsomola demanded the delivery to it of seat belts for motor vehicles in a greater quantity than the supplier could provide. Here the customer cited the fact that the belts were for completing export vehicles. The USSR State Board of Arbitration turned down the request of the Motor Vehicle Plant imeni Leninskogo komsomola, since it was obliged to place a supply order with the Norma Production Association for the supply of the components for export.

In instances when it is a matter not of deliveries of components, subassemblies, parts and spare parts, but of deliveries of raw materials and other relations between the suppliers of goods for export and their contractors, these relations are regulated by the contracts concluded on general grounds.

The State Board of Arbitration attached to the Kirgiz SSR Council of Ministers considered the case concerning the claim of the Central Technological

Design Bureau of Toys against the Frunze Plant of Plastic Items for the recovery of 2,123 rubles in losses, which the plaintiff incurred in connection with the payment of a forfeit to the foreign trade association for the unpunctual delivery for export of the item called the Futbal Yo-Yo.

The plaintiff based its requests for recovery of the losses on the fact that the foreign trade association--the Novoeksport Foreign Trade Association--had placed a supply order with it for the supply of toys for export. The Central Technological Design Bureau of Toys sent this supply order to the Frunze Plant of Plastic Items for the production and shipment of the toys for export. At the same time the parties concluded a contract on the provision of assistance in introducing this item in production. In the contract the parties stipulated that the plant is bound to supply for export a certain number of sets of toys on the condition of the receipt of accessories in complete conformity with the supply order and specifications of the Novoeksport Foreign Trade Association. Since the plant did not ship the toys for export, the plaintiff incurred losses in the form of the payment of penalties to the foreign trade association and requested that these losses be reimbursed to it.

In its answers the plant claimed that the delay in the supply of the toys occurred through the fault of the plaintiff, which did not ship in time the equipment accessories for their production.

The State Board of Arbitration attached to the Kirgiz SSR Council of Ministers, on the basis of Article 36 of the Fundamentals of Civil Legislation of the USSR and the Union Republics, assigned the losses to the plant. The plant, considering the ruling unjust, applied to the USSR State Board of Arbitration for a reconsideration of the ruling, having indicated in the application that the plaintiff had not fulfilled the obligations of the contract in the area of providing assistance in introducing the item in production. The plant also believes that the State Board of Arbitration attached to the Kirgiz SSR Council of Ministers ruled in contradiction to Article 36 of the Fundamentals of Civil Legislation, not having excluded from the amount of the losses the forfeit which the plaintiff should have exacted from the plant.

In the consideration of the application on reconsideration of the ruling it was ascertained that the obligations of the contract on providing services had been fulfilled by the plaintiff.

The USSR State Board of Arbitration delcared the arguments of the plant to be invalid and let the ruling stand. The claim of the plant that the forfeit due to the plaintiff should have been excluded from the amount of the claim was declared to be incorrect, since a contract on the provision of services, and not a supply contract, had been concluded between the parties.

The above-cited cases attest to the fact that the workers of some enterprises do not know the enforceable enactments in effect, which regulate the interrelations of the parties on the supply of goods for export and to the fact that as a result of this enterprises incur subctantial losses.

It is necessary to note that the enforceable enactments on the supply of goods for export until recently had a number of norms which did not regulate precisely enough the relations of the parties.

At present some changes have been made in the Conditions of the Delivery of Goods for Export (the Conditions). Thus, previously the duty of providing for the transportation of export cargo was placed only on the supplier (the consignor). Now this duty is also placed on the Ministry of Railways, the Ministry of the Maritime Fleet and the organs of the union republics, which are in change of motor and river transport. The guarantee of shipments of export cargo should be made on a priority basis, regardless of the fulfillment of the plan of shipments of cargo for other customers.

Previously the Conditions did not provide for a fine for the delivery of a poor quality commodity, the defects of which were eliminated by the foreign recipient. At present the Conditions establish that in those instances when the defects can be eliminated locally, the liability for the delivery of a poor quality commodity is limited to the exacting of a fine in the amount of 5 percent of the cost of this commodity. Moreover, during the period that the commodity could not be used as designed in connection with a delay in eliminating the detected defects, the supplier pays a fine in the same amount as in the case of the unpunctual replacement of the faulty commodity.

The Conditions are supplemented by a norm which provides that in the case of the payment by foreign trade organizations for products which do not meet the conditions of the supply orders they have the right within 10 days after receipt of the documents, which confirm the unsuitable quality or incompleteness of the goods and were drawn up with the participation of the Soviet organization abroad, the representative of the supplier (the manufacturer) or an official competent inspection organization, to submit to the bank a payment demand for the writing off from the account of the supplier (manufacturer) on the basis of nonacceptance of the amounts paid in excess with the simultaneous sending to the supplier (manufacturer) of a copy of the documents submitted to the bank.

The Conditions of the Delivery of Goods for Export at present provide for the liability of the suppliers of components. For a delay of up to 30 days in the shipment of items for the production of equipment, which is subject to delivery for export, these organizations bear the liability stipulated by the above-indicated Conditions; with a delay in excess of 30 days the component suppliers pay the customer a fine in the amount of 0.02 percent of the value of the basic equipment for each day of delay. The component buyer in his order should take into account the value of the basic equipment.

When considering disputes on the quality of export goods the proper establishment of the start of the period of limitation of actions is of fundamental importance. It should be borne in mind that the period of limitation of actions for this category of disputes is determined by the general norms of USSR civil legislation.

In accordance with Article 47 of the Fundamentals of Civil Legislation of the USSR and the Union Republics, a six-month period of limitation from the day of the establishment by the buyer in the proper manner of deficiencies in the products delivered to him, in other words, from the day of the compilation of the certificate on the deficiencies of the products (goods) is established for claims which ensue from the delivery of products of improper quality. This regulation extends to those instances when the poor quality of goods is established on USSR territory. If the improper quality of the commodity is established abroad, the period of limitation of actions should be calculated from the moment of receipt by the foreign trade association of documents which confirm the improper quality or incompleteness of the goods.

The Conditions of the Delivery of Goods for Export provides for the liability of suppliers for the delivery of goods which do not conform in quality to the conditions of the supply order. The foreign trade association has the right to exact from the supplier the fine and discount stipulated by the Conditions, regardless of their payment to the foreign buyer. Moreover, the foreign trade association, in accordance with Article 36 of the Fundamentals of Civil Legislation of the USSR and the Union Republics, has the right to exact from the supplier the losses which were incurred in connection with the delivery of a poor quality commodity. The Soyuzkoopvneshtorg Foreign Trade Association brought an action against the Tsekavshiri Office for Wholesale Trade and Export Operations, the republic Chay-Gruziya Association and the Makharadze Production Association of Tea Factories for the recovery of losses in the amount of 74,520 rubles. The association incurred the losses in connection with the delivery abroad of tea which did not conform in quality to the conditions of the supply order.

The USSR State Board of Arbitration approved the demands of the Soyuzkoopvneshtorg Foreign Trade Association in the claimed amount.

With the return of an export commodity from abroad in connection with its improper quality the foreign exchange allocations for the commodity, which were made to the supplier (manufacturer), are subject to retention in full. If the defects detected in export goods are eliminated abroad, the foreign exchange allocations made to the supplier (manufacturer) for this batch of goods are subject to reduction by the amount of the expenditures on eliminating the defects.

Previously deadlines were not set for the placing of supply orders by foreign trade associations (with the exception of custom-made machinery and equipment). Now it has been established that the foreign trade organizations should place supply orders during the planning periods or should announce the refusal to use the capital allocated for export for series-produced machinery and equipment no later than 15 August of the planning year. For all other goods, with the exception of custom-made machinery and equipment, they should do so no later than 1 October of the planning year.

For infringement of the placing of supply orders and the failure to announce the refusal to use the assets on the indicated dates the foreign trade organizations pay a fine to the suppliers.

In all instances of the rejection of goods subject to delivery according to supply orders the foreign trade organizations are liable to the suppliers of the goods for export. Only those instances when the delivery of the goods is impossible due to the prohibitive actions of the Soviet or the foreign state or circumstances of irresistible force are an exception.

Not only the suppliers and the foreign trade organizations, but also other organizations, which have been assigned the performance of certain functions in deliveries of goods for export, bear the responsibility for the improper fulfillment of obligations when supplying goods for export.

In particular, the duty of handling, warehousing and storing foreign trade cargo was placed on the ports of the Ministry of the Maritime Fleet by the General Agreement between the Ministry of the Maritime Fleet, the Ministry of Foreign Trade and the State Committee for Foreign Economic Relations of the USSR Council of Ministers on the procedure of the handling and forwarding of export and import cargoes at the ports of the Ministry of the Maritime Fleet.

Thus, for example, according to the action of the Stankoimport Foreign Trade Association against the Tallin Maritime Trade Port for the recovery of the cost of equipment in the amount of 11,067 rubles it was ascertained that the port, when fulfilling forwarding functions, sent two automatic nail-making machines via steamship to a foreign firm in accordance with the bill of lading.

From the materials of the case it is evident that instead of the automatic nail-making machines, which belonged to the Stankoimport Foreign Trade Association, the port sent the foreign firm commercial screw-cutting machines, which were to be shipped to another foreign receiver on the instructions of the Traktoroeksport Foreign Trade Association. In this case the port painted over the plant label on the crates and marked on them the nonstandard label which applies to automatic equipment belonging to the Stankoimport Foreign Trade Association. The foreign firm which received the unordered cargo agreed to keep the machine tools on the condition that two automatic nail-making machines would be delivered to it.

In its answers to the action the port cited the fact that the automatic nail-making machines had been shipped to the foreign receiver according to another bill of lading. Moreover, the port indicated that the Ministry of Foreign Trade had not incurred any losses, since the foreign firm had agreed to accept the machine tools to the account of the amount paid to the Stankoimport Foreign Trade Association.

The State Board of Arbitration attached to the Moscow Oblast Ispolkom exacted from the port 4,487 rubles, which constituted the difference between the value of the two machine tools received by the foreign firm, and

7,000 American dollars according to the conversion rate for Soviet currency. The remainder of the suit was rejected.

The deputy chief arbiter of the State Board of Arbitration attached to the Moscow Oblast Ispolkom changed the indicated ruling, having rejected the suit in full, believing that the Stankoimport Foreign Trade Association had not incurred losses. The State Board of Arbitration attached to the RSFSR Council of Ministers let this decree stand.

The State Board of Arbitration attached to the USSR Council of Ministers overturned the ruling and the decree on the case and approved the suit of the Stankoimport Foreign Trade Association in the declared amount. In accordance with Paragraph 33a of the General Agreement of the Ministry of the Maritime Fleet, the Ministry of Foreign Trade and the State Committee for Foreign Economic Relations of 26 June-9 July 1963 the ports are liable not only for deficiency, breakage, spoilage, resorting and loss of the cargo received by the port as a result of the failure of the port to observe the regulations in effect in maritime transport, but also for violation of the instructions of all-union foreign trade associations on the procedure of storing and handling cargoes. The USSR State Board of Arbitration also proceeded from the fact that the acceptance by the foreign firm of the screw-cutting machines, which belonged to the Traktoroeksport Foreign Trade Association, could not serve as grounds for denial of the suit, since the obligations of the Stankoimport Foreign Trade Association on the delivery of the automatic nail-making machines to the foreign firm remained unfulfilled. Moreover, the port is reponsible to each association separately and does not have the right to make payments at its own discretion.

The initial ruling on the conversion of American dollars into Soviet currency was illegal, since the settlements between Soviet organizations should be made only in rubles.

When considering disputes connected with deliveries of goods for export it is necessary to clearly delimit the effect of enforceable enactments.

For example, the Promsyr'yeimport Foreign Trade Association brought an action against the Kommunarsk Metallurgical Plant and the Main Administration for Interrepublic Deliveries of Metal Products to recover a forfeit for 27,556 rubles for the nonfulfillment of obligations on the delivery of shipbuilding plate for export.

The State Board of Arbitration attached to the RSFSR Council of Ministers denied the recovery of the forfeit and exacted the costs on the state duty from the Main Administration for Interrepublic Deliveries of Metal Products, giving the reason that the Main Administration for Interrepublic Deliveries of Metal Products had not proven the fact of sending to the Kommunarsk Metallurgical Plant the supply order placed by the Promsyr'yeimport Foreign Trade Association.

The recovery of the forfeit was denied on the grounds that the Main Administration for Interrepublic Deliveries of Metal Products is a planning and management organ, and not a supplier of goods for export.

The USSR State Board of Arbitration declared this ruling to be incorrect and satisfied in full the suit against the Kommunarsk Metallurgical Plant, based on the fact that the Promsyr'yeimport Foreign Trade Association had placed supply orders with the Main Administration for Interrepublic Deliveries of Metal Products, which, in turn, sent them for filling to the Kommunarsk Metallurgical Plant, to which the stamp of the Main Administration for Interrepublic Deliveries of Metal Products on the orders attests. The claim of the metallurgical plant that it did not receive the supply orders of the foreign trade association and the orders of the Main Administration for Interrepublic Deliveries of Metal Products should not have been taken into account, since, according to Paragraph 19 of the Special Conditions of the Delivery of Ferrous Metals and Metal Products, upon failure to receive a supply order with the next ordinal number the manufacturing enterprise is obliged to report this to the supply and sales organ, from which the supply order should be received.

The Kommunarsk Metallurgical Plant in its application for reconsideration of the ruling admitted that it has not reported to the Main Administration for Interrepublic Deliveries of Metal Products the failure to receive the disputed orders, but believed that Paragraph 19 of the Special Conditions in this case was not applicable, since the dispute stems from the delivery of goods for export.

This claim of the plant would be correct if the above-mentioned relations were between a supplier and a foreign trade association.

In this case the plant has the obligation to report the failure to receive the orders to the Main Administration for Interrepublic Deliveries of Metal Products, and the plant could not know what kind of orders (for export or for domestic consumption) had not arrived at it, since the orders for metal for export and for domestic consumption follow a single ordinal numeration. Consequently, in this case the plant had violated not a specific obligation which follows from the Conditions of the Delivery of Goods for Export, but a general obligation which is stipulated by the Special Conditions of Delivery.

In this connection all the adverse consequences, which were caused by the nonfulfillment of the obligations on the delivery of metal for export, fell on the plant.

For the proper fulfillment of mutual obligations on deliveries of goods for export it is necessary to observe strictly the norms which regulate the relations on the export of goods, as well as the norms which concern the relations on intra-union deliveries.

7807
CSO: 1823

BRIEFS

SWISS MACHINE TOOLS--The Swiss firm "Ebosa" will supply machine tools, valued at R4.5 million and designed to cut eyepiece threads, to the Soviet Union on the basis of a contract concluded with the Moscow Central Office of "Stankoimport." Moreover, the contract stipulates the delivery of 39 machine tools for producing binoculars. [Text] [Bonn DIE WIRTSCHAFT DES OSTBLOCKS in German 28 Sep 79 p 7]

DIGITAL QUARTZ WATCHES--Currently the Moscow Central Office of "Tekhnointorg" is negotiating with additional foreign firms regarding cooperation in the field of producing and marketing digital quartz watches. An offer by the Japanese Company "Citizen" regarding joint production of flat digital quartz watches is being examined. The cooperating partner would be the Soviet watch factory in Pensa. [Text] [Bonn DIE WIRTSCHAFT DES OSTBLOCKS in German 28 Sep 79 p 7]

INDIAN STEEL PLANT--A metallurgical combine with an annual output of 1.3 million tons of steel is being built in Vishakapatnam, on India's east coast, with technical and financial assistance from the Soviet Union. In the distant future its output will be successively raised to 3.5 million tons. Total construction costs amount to $2.75 billion [sic]. [Text] [Bonn DIE WIRTSCHAFT DES OSTBLOCKS in German 28 Sep 79 p 7]

SWISS PURCHASES--The Swiss firms "Agatohon Maschinenfabrik [Engineering Works]" and "Maag-Zahnraeder [Gears]" have purchased 50 precision metal-shearing stands in the Soviet Union. [Text] [Bonn DIE WIRTSCHAFT DES OSTBLOCKS in German 28 Sep 79 p 8]

U.S. DESALINIZATION PLANT--A U.S. firm [not identified] will deliver a sea water desalinization plant with an output of 125,000 ml of fresh water to the Soviet Union; this is the largest such installation in the world up to now. The plant will operate by using the reverse osmosis method. The steam generated from the fresh water is scheduled to be used in the Caspian Sea region for secondary recovery from oil deposits. [Text] [Bonn DIE WIRTSCHAFT DES OSTBLOCKS in German 28 Sep 79 p 8]

NIGERIAN-SOVIET COOPERATION--The Soviet Union will participate in the construction of a steel mill in Abeokuta, in Nigeria, which will have an

annual output of 1.3 million tons of steel and will be the largest steel mill in Equitorial Africa. The technical plan envisions a potential for expanding capacity initially to 2.5 million tons and projects an increase of up to 5 million tons a year. On the basis of an agreement concluded with the Nigerian State Directorate for the Development of Ferrous Metallurgy, the Moscow Central Office of "Tashpromeksport" will supply the most important technical equipment and machinery, including those for coke production; moreover a convertor shop as well as blast furnaces with a capacity of 2,000 cubic meters will be supplied. Along with Czechoslovakia and the GDR, deliveries of machinery and equipment for producing rolled stock will be discussed. [Text] [Bonn DIE WIRTSCHAFT DES OSTBLOCKS in German 28 Sep 79 pp 8-9]

SOVIET-FINNISH FIRM--The company "United Power Corporation," jointly established by the Central Office of Moscow's "Tekhnopromeksport" and the Finnish firm "Kontram," will begin marketing products in the area of the energy economy. [Text] [Bonn DIE WIRTSCHAFT DES OSTBLOCKS in German 14 Sep 79 p 11]

SPECTROPHOTOMETERS FROM UNITED STATES--Moscow's "Mashpriborintorg" Central Office has purchased spectrophotometers valued at R2 million from the U.S. firm "Perkin Elmer Co" with delivery scheduled for this year. [Text] [Bonn DIE WIRTSCHAFT DES OSTBLOCKS in German 14 Sep 79 p 11]

ITALIAN BANK IN MOSCOW--The "Banco di Napoli" [Bank of Naples] is the fourth Italian bank to receive permission to open a representation in Moscow. [Text] [Bonn DIE WIRTSCHAFT DES OSTBLOCKS in German 14 Sep 79 p 11]

FRG MILL FOR MOSCOW--In 1980-81 the West German firm "Siempelkamp" will supply a complete mill for producing rubber with steel cable inserts. A contract concluded with the Moscow "Tekhmashimport" Central Office amounts to around DM20 million in trade credits. The plant, which is being built in the framework of a joint Soviet-German project, will produce very strong flanges up to 3 meters wide, which will be installed in mines. [Text] [Bonn DIE WIRTSCHAFT DES OSTBLOCKS in German 14 Sep 79 p 13]

PRODUCTION LINES FROM JAPAN--Moscow's "Stankoimport" Central Office has ordered complete outfits of production lines for manufacturing self-aligning roller bearings of various dimensions and for various purposes from the Japanese firm "Koyo," with delivery scheduled for 1980. [Text] [Bonn DIE WIRTSCHAFT DES OSTBLOCKS in German 14 Sep 79 p 14]

BRITISH PLANT FOR USSR--According to a contract signed with Moscow's "Tekhmashimport" Central Office, in 1981-82 the British firm "Davy International" will supply a plant for producing alpha olefins by the ethylene lubrication process. The so-called alpha olefins are used in the production of synthetic detergents. [Text] [Bonn DIE WIRTSCHAFT DES OSTBLOCKS in German 14 Sep 79 p 14]

SWEDISH WELDING, SINTERING EQUIPMENT--On the basis of a contract concluded with Moscow's "Avtopromimport" Central Office the Swedish firm "Esab" will supply welding and sintering equipment for the second serial-model modification of the "Atommash" plant in the Soviet Union. Delivery will take place in 1980-81. The equipment forms a complex which assures a complete automatic cycle for welding and sintering nuclear reactors, steam generators, potentiometers and other parts with a diameter up to 6,000 mm and a weight of up to 400 tons, with wall thickness of the welding part of up to 450 mm. [Text] [Bonn DIE WIRTSCHAFT DES OSTBLOCKS in German 14 Sep 79 p 14]

OIL, GAS EXPLORATION--In Moscow's Skoloniki Park July has already come and gone. There 26 firms told about their experiences in exploring for crude oil and natural gas deposits on the North Sea Continental Shelf as well as their respective export and production capabilities. Several of the firms which took part in the exhibition have received Soviet commissions for gas compressor plants which cost 100 million pounds Sterling as well as more than two polyethylene plants and control systems for pipes. The participation of more than one British firm in Soviet projects of continental shelf exploration is being discussed. [Text] [Bonn DIE WIRTSCHAFT DES OSTBLOCKS in German 14 Sep 79 p 15]

LABORATORY EQUIPMENT--Laboratory equipment valued at R800,000 has been ordered by Moscow's "Mashpriborintorg" Central Office for the U.S. company "The Dime's Group, Inc." It is destined for the Moscow Cardiology Center, with delivery scheduled for this year. [Text] [Bonn DIE WIRTSCHAFT DES OSTBLOCKS in German 14 Sep 79 p 15]

OFFSHORE DRILLING RIG--Moscow's "Sudo import" Central Office has acquired an offshore drilling rig, with three retractable support legs for crude oil and natural gas exploration in shelf areas, from the Japanese firm "Mitsui," with delivery scheduled for next year. Wells up to 8,000 m deep can be drilled from the platform. [Text] [Bonn DIE WIRTSCHAFT DES OSTBLOCKS in German 14 Sep 79 p 15]

CSO: 1826

CONSUMER GOODS AND DOMESTIC TRADE

GOSPLAN OFFICIAL STRESSES DECREE ON IMPROVED PLANNING

Moscow SOVETSKAYA TORGOVLYA in Russian 23 Aug 79 p 2

[Article by Candidate of Economic Sciences G. Korovkin, trade turnover department deputy chief at the USSR Gosplan: "Planning: Substantiation, Effectiveness"]

[Text] The CPSU Central Committee and USSR Council of Ministers Decree "On Improving the Planning and Strengthening the Influence of the Economic Mechanism on Improving Production Efficiency and Work Quality" reflects the practical embodiment of the resolutions of the 25th CPSU Congress and subsequent CPSU Central Committee plenums and of the provisions of the USSR Constitution on further comprehensive improvement in planning as the basic link in the system of managing the national economy at the stage of developed socialism.

Relying on Leninist principles of leadership, Comrade L. I. Brezhnev stressed at the 25th CPSU Congress that: "...When a correct policy and true line have been worked out, success then depends foremost on organization. That means organization, that is, further improvement in economic management in the very broadest sense of the word, becomes the decisive link." It was to precisely this end that the decree was aimed.

The system of measures outlined in it is called upon to ensure dynamic growth in our economy and steady improvement in the well-being of the Soviet people on the basis of a high level of planning and management.

The decree includes three major sections outlining measures to raise the level of planning work in the national economy, accelerate the start-up of production capacities and improve the effectiveness of capital investments, develop cost accounting, and strengthen the role of economic levers and incentives.

Of top-priority importance among the measures outlined are improving centralized planning and developing democratic principles in production management and the creative initiative of labor collectives. Proceeding from party economic strategy, the decree adopted points all planning activity towards attaining high national economic end results. In this regard, reliance must

be placed on intensive factors of economic development, scientific-technical advancements and leading experience must be introduced more actively into production, and priorities must be correctly defined in developing branches and economic regions.

The role of state plans, and foremost of five-year plans, as the basic form of planning the economic and social development of the country is increasing. In this connection, the USSR Gosplan has been set the task of raising the level of planning content to a qualitatively new level on the basis of intensifying the role of long-range plans, the extensive use of the target program method, and introducing a system of scientifically substantiated technical-economic norms and normatives. It has been established that plan fulfillment is to be evaluated as a running total from the start of the five-year plan.

In order to strengthen the role of the five-year plan, balances of material and labor resources, a production capacities balance, a financial balance and a balance of the monetary revenues and expenditures of the population must be developed for each year of the five-year plan and the necessary material and financial reserves must also be anticipated.

The compilation of annual plans is to begin with the production associations (enterprises) on the basis of five-year plan assignments and agreements concluded with customers. The principle of developing assignments "from what has been achieved," which was used previously, will be replaced by more precise economic and engineering calculations. In this connection, the enterprise and association passports, to be drawn up in 1979-1980, will play an important role in the development of five-year plans. These documents will include data on production capacities, their level of use, and other technical and economic indicators permitting the adoption of taut but realistic plans.

The decree defines the list of indicators and economic normatives for production, labor and social development, finances, capital construction, the introduction of new equipment, and material and technical supply.

The basic indicator describing production development will be that of net output growth (normative).

The advantage of using this indicator has been proven by its experimental use in a number of branches of industry. Its further dissemination will be done gradually, in accordance with appropriate preparation and development of the necessary methods instructions.

In addition to labor productivity growth, the labor and social development indicators will also approve such important indicators as wage normative per ruble of output, maximum number of workers and employees, and assignments on reducing the use of manual labor. A general normative is being established for distribution of profit, payments to the state budget, and allocations from it. Based on this, the ministries bear full responsibility for meeting

the plan in terms of contributions of funds to the budget. If these assignments are not met, the share of profit remaining at the disposal of the ministry is reduced.

The broad development of socialist competition and use of the intra-economic reserves of production associations (enterprises) must become the basis for developing counter plans which exceed five-year plan assignments established for the corresponding year.

Increasing the role of the economic mechanism in improving the quality of output being produced, meeting the country's requirements for well-made output in the necessary assortment, and increasing the production of articles in the highest quality category is of especially important significance. Another indicator established for associations and enterprises producing consumer goods is production of output in physical terms in a group assortment including children's goods. In order to evaluate how well obligations to deliver output, and particularly consumer goods, in the products list (assortment) agreed to in job-authorization orders to manufacture output for export are being met, the indicator of volume of output sold is being approved for associations and enterprises.

The decree outlines a number of measures to improve the system of material and technical supply, increasing the responsibility of producers to customers for the prompt, high-quality delivery of their output in full. Much attention is being paid to strengthening long-term ties. A number of steps relate directly to the activity of trade.

With a view towards increasing the responsibility of the USSR Ministry of Trade and the industrial ministries, associations and enterprises which produce consumer goods, the practice of concluding five-year agreements between the main administrations of the USSR Ministry of Trade and the industrial associations or main administries of the ministries has been instituted to meet more fully the popular demand for these goods (such agreements can also be concluded by the wholesale organizations of the union republic ministries of trade). The agreements will anticipate up-dating assortments, improving the finish and appearance of goods, packaging goods, and other obligations permitting us to meet the demand and increase industry's responsibility for meeting trade orders. At the same time, the agreements can anticipate prices for the first experimental lots of goods and for particularly fashionable articles, as well as differentiation of trade discounts as a function of the quality and consumer features of the goods being supplied and with consideration of the demand for them which develops.

Trade workers must pay particular attention to the point indicating that economic interrelationships between the wholesale bases of trade ministries and retail trade enterprises are regulated on the basis of agreements which outline the responsibility of wholesale bases to ensure an uninterrupted supply of goods to stores in the necessary assortment, as well as the responsibility of retail trade enterprises to have in the stores a minimum assortment of goods. This provision is called upon to increase responsibility

on the part of trade to meet customer demand for needed goods, to improve the operation of wholesale and retail trade qualitatively. The fact that trade organizations have met the obligations outlined in these agreements will be taken into account when material incentives funds are created and bonuses are awarded to trade workers. In connection with increasing the role of the wholesale base in accelerating trade turnover and in the uninterrupted, smooth provision of stores with the necessary goods, an increase in commodity stocks normatives has been anticipated for wholesale trade.

By decision of the USSR Ministry of Trade and an interdepartmental commission attached to the USSR Gosplan, we intend in 1980 to begin an experiment to introduce a procedure for deducting from profit to the material incentives fund and awarding bonuses to supervisory, engineering-technical and other specialists and employees of wholesale trade enterprises as a function of commodity delivery agreement fulfillment. The experiment will be done in wholesale organizations of a number of oblasts of the RSFSR and the Ukrainian, Belorussian, Lithuanian and Georgian SSR's.

The achievements of technical progress must be made the basis for developing economic and social development plans. The fact that indicators on the economic impact of developing, mastering and introducing new equipment and technology are being used for the first time as approved indicators is indicative of this.

Among the top-priority comprehensive scientific and technical programs for the near future, the decree anticipates the development of programs to save fuel and metal, development of the BAM zone, reduction in the use of manual labor, and an increase in consumer goods production.

It is well-known that the proportion of manual labor in trade is still high. In order to reduce it appreciably, much needs to be done to mechanize labor processes in all spheres of activity -- in stores, at public catering enterprises, at warehouses, and especially in the commodity-movement process.

A scientific-technical program linked to development and introduction of a progressive system of commodity supply and a complex of equipment ensuring greater trade efficiency and a higher level of trade services is being implemented in trade in the 10th Five-Year Plan. Good results in meeting the assignments of this program have been achieved by trade organizations of Moscow, the Lithuanian and Belorussian SSR's and Chernigovskaya Oblast. Their experience is a good basis for the extensive dissemination and introduction of other scientific and technical programs in the branch.

The decree develops a broad complex of measures to accelerate putting production capacities and facilities into operation, increasing capital investment effectiveness; attention is focused on ensuring the stability of five-year capital construction plans (while distributing assignments by year). A procedure has been established whereby capital construction funds are to

be allocated for a planned increment in the amount of output and services. The USSR Gosstroy has been given the responsibility for conducting a unified technical policy in construction, for improving planning quality and reducing construction costs.

The indicators to be established in the capital construction plan have been determined. The most important of these is the start-up of production capacities. This indicator will be used basically to evaluate the economic activity of construction-instaliation organizations and to provide economic incentives for them.

In 1981, introduction of calculations between customer and contractor for completely finished construction and enterprises and complexes scheduled and releasedfor operation in the current year will be complete. The issuance of advances to contractor organizations by customers for expenditures on unfinished construction and installation work will then be stopped.

Trade organizations must meet exactly all the obligations of their subcontractor construction organizations. This is of special importance when releasing housing development residences which can be accepted only on condition that all built-in, attached and separate trade and personal services facilities are ready at the same time. Every step outlined by this important document must be used, inasmuch as the installation of trade facilities through the five-percent deduction from housing construction is unsatisfactory nearly everywhere. Suffice it to say that during the first three and a half years of the 10th Five-Year Plan, nearly 500 million rubles of these funds has not been utilized, corresponding to the construction of 500 department stores.

The decree includes specific measures to develop cost accounting and strengthen the role of economic levers and incentives. The necessity of further developing cost accounting on the basis of five-year plan assignments and long-term economic normatives was recognized.

As in other branches of the national economy, trade has long had the new system of planning and economic incentives. Further improvement in it will be linked to qualitative improvement in all merchandising work, to all financial and economic activity.

This document adopted by the CPSU Central Committee and USSR Council of Ministers is of all-embracing importance to developing the country's economy; it defines a new stage in the development of the Soviet economy. In order to actualize this decree, we are faced with a great deal of organizing work.

Planning organs and the scientific and practical workers in trade are faced with responsible tasks of making maximum use of the decree's provisions to further improve branch operation, increase its efficiency, and create every condition necessary to satisfy the needs of the Soviet man comprehensively.

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CSO: 1823

CONSUMER GOODS AND DOMESTIC TRADE

TRADE TURNOVER FOR THIRD-QUARTER 1979

Moscow SOVETSKAYA TORGOVLYA in Russian 18 Sep 79 p 1

[Article by SOVETSKAYA TORGOVLYA economic reviewer D. Smoktiy: "On the Threshold of a Decisive Quarter"]

[Text] July-August 1979 state and cooperative trade turnover was 43.55 billion rubles, including 12.62 billion rubles for consumers' cooperative turnover. Moreover, consumers' cooperative organizations were sold 298 million rubles worth of agricultural output at prices agreed to under contract and accepted on commission. The third-quarter plan was met by 67 percent in July and August. As compared with January to August 1978, January-August 1979 retail trade turnover increased 4.1 percent in comparable prices. Trade turnover in January-August 1979 as compared with January-August 1978 was as follows, by union republic:

RSFSR	103.6	Moldavian SSR	105.8
Ukrainian SSR	103.9	Latvian SSR	102.6
Belorussian SSR	105.9	Kirgiz SSR	105.7
Uzbek SSR	107.4	Tadzhik SSR	106.1
Kazakh SSR	104.6	Armenian SSR	105.0
Georgian SSR	105.7	Turkmen SSR	105.4
Azerbaijan SSR	106.1	Estonian SSR	104.6
Lithuanian SSR	106.1		

In the first eight months of this year, state and cooperative retail trade turnover was 164,216,000,000 rubles. That nearly equals the country's trade turnover during the entire first year of the 10th Five-Year Plan. The plan for January-August was met by 100.3 percent. During the first eight months of this year, as compared with the corresponding period last year, the population was sold 6,485,000 million rubles more worth of goods, or 4.1 percent in comparable prices.

Trade organization collectives in Belorussia are working successfully this year. In this republic, since the very start of the year there has been

strict supervision of fulfillment of established plans and assignments. Effective steps are being taken here to activate trade: more clearance sales, further development of progressive forms of services to the population. All this has gained well-deserved success. The collectives of Belorussian trade organizations overfulfilled the trade turnover plan set for the first eight months by 94 million rubles, or 1.6 percent.

Good indicators were also achieved by trade workers in Lithuania, Kirgizia, Estonia, Moldavia, Tadzhikistan, Azerbayjan, Moscow and Leningrad, who overfulfilled the plan for the first eight months and the additional trade turnover assignment. Trade organizations of Uzbekistan, Kazakhstan and Georgia met the basic plan. Previously lagging state and cooperative trade organizations of the Ukraine reached the planned frontiers.

However, trade organizations of a number of union republics did not ensure fulfillment of plan assignments. State trade organizations of the RSFSR and Latvia and state and cooperative trade organizations of Turkmenia did not overcome the trade turnover lag permitted since the start of the year.

There are generally serious shortcomings in merchandising in rayons in which trade turnover assignments are not met. Interruptions in trade in goods of adequate assortment and everyday demand are still frequent, as are above-plan idle time in stores and dining halls for stock-taking and failures to bring goods in from industrial enterprises, wholesale bases and railroad stations. The market funds for certain goods are poorly utilized, and trade workers often reconcile themselves to nonfulfillment of industrial plans for producing and delivering goods. Thus, trade organizations of Turkmenia failed to receive cotton fabric worth 1.7 million rubles, wool fabric worth 1.4 million rubles, and knitwear and hosiery worth 200,000 rubles during the first seven months of this year.

One reserve for improving food supplies to the population is the sale by consumers' cooperative organizations of agricultural produce purchased at contracted prices and accepted on commission from the population and from kolkhozes. Plan assignments for accepting and marketing these products have been successfully met by cooperative organizations in the Russian Federation, Belorussia, Lithuania, Latvia, Estonia, Kirgizia and Armenia. The activity of consumers' cooperative organizations in this area must be encouraged in every way possible and every condition necessary be created for expanding and improving commission trade in agricultural produce in cities and worker settlements.

Public catering is receiving increasing development in our country. The trade turnover volume of dining halls, cafeterias, restaurants and other enterprises in January-August of this year reached 15,175,000 rubles. As compared with the corresponding period last year, it increased 2.7 percent. The plan established for this period was met by 100.5 percent. At the same time, organizations of public catering in Armenia, Moldavia, Azerbaijan, Georgia and the Ukraine permitted lag in meeting plan assignments.

As compared with trade turnover growth in public catering, the marketing of own-production output has been developed at outstripping rates: the assignment was met by 100.8 percent. Collectives of the leading dining halls, cafeterias and restaurants are models of smooth fulfillment of plan assignments and socialist obligations, are constantly diversifying their menus, produce high-quality dishes, and improve the standards of service to the population. During the first eight months of this year, as compared with the corresponding period last year, the highest increment in own-production output marketed was achieved in Tadzhikistan -- 9.6 percent, Turkmenia -- 7.2 percent, Uzbekistan -- 6.7 percent, Belorussia -- 5.6 percent, and Kirgizia -- 5.1 percent.

Just a few days remain prior to the start of the fourth and decisive quarter. In order to successfully meet the plans and socialist obligations assumed for 1979, workers in our branch will need to mobilize every effort to seek out new reserves for increasing trade efficiency, for persistently introducing the experience of leading collectives.

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INSTALLMENT PLAN CREDIT TERMS

Moscow SOVETSKAYA TORGOVLYA in Russian 18 Sep 79 p 4

[Article by I. Chevskiy, legal and arbitration department deputy chief, USSR Ministry of Trade]

[Text] We continue our consultations on procedures for paying for goods on credit. Today, the topic is computing the cost of goods bought on credit.

In the store, a customer obligation is drawn up for goods acquired on credit, indicating the amount of credit, repayment period, interest for the use of the credit, and other terms.

Customers are granted the right to pay by installments: for goods costing up to 150 rubles -- up to six months, for goods costing more than 150 rubles -- up to 12 months (up to 24 months for particular goods -- standard homes, pianos, sewing machines and others).

In the first instance, a payment of at least 25 percent of the cost of the item is made at the time of purchase and credit is granted equal to up to two months wages (stipend or pension amount); in the remaining instances, at least 20 percent of the cost of the goods is put down and the credit cannot exceed four months wages, or in the case of standard homes -- eight months wages (stipend or pension amount).

Many brands of pianos, refrigerators, washing machines and other goods are sold on credit with no initial payment.

If after the initial payment the cost of an item exceeds the maximum amount of credit which can be granted, the difference is paid by the customer in cash when the item is received by him.

If deductions for covering vouchers are being made for persons purchasing goods on credit, the store can grant credit only at a level at which the total deductions for covering vouchers and to pay off the credit do not exceed 50 percent of the wage (stipend or pension amount).

Retail prices are used in these calculations, and if they change after the purchase, no recalculation is done.

The interest on installment payments is one percent for up to six-months credit, 1.5 percent for 6-9 months, two percent for 9-12 months and 2.5 percent of the total amount of credit given for more than 12 months.

In paying off credit, deductions are made each month from the wage or stipend in amounts outlined in the customer obligation. When payments are made for routine vacations, temporary disability or in other such cases, the regular payment amount may be changed in proportion to that payment amount. Payments not made are included in the following regular payment.

Pensioners paying off credit pay the agreed-to amount each month, in cash, at the store cashier's office.

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PROBLEMS GETTING ORDERS FOR SPECIAL WORKING CLOTHES FILLED

Moscow STROITEL'NAYA GAZETA in Russian 14 Sep 79 p 3

[Article by B. Kopolev, senior technical safety engineer KERCH'M LURGSTROY: "Specialized Clothing-79: Where to Get It?"]

[Text] Builders are often accused of experiencing shortages of good special workers' clothing through their own faults. This is roughly what V. Yakshin says in his article, "Special Workers' Clothing: How to Get It," which was published in STROITEL'NAYA GAZETA, 28 September 1977.

We discussed this article and decided to do everything as required. In our order for special workers' clothing we indicated the color, GOST's [All-Union State Standards] and the specifications for the fabrics, the sizes and lengths of mens' and womens' clothing separately. But don't think that after this our builders started walking around in stylish blue special workers' clothing. And here's why.

No matter how painstakingly an order for special workers' clothing was made out, it was filled by the supply and sales organization only with respect to quantity. The special workers' clothing arrives once a quarter in containers in which there are, at most, two or three sizes (for example, 52-56). That means the others have to wait a quarter, if not two, for their clothing or not wait and alter what is available. And what kind of quality is this special workers' clothing? Usually it is black overalls and suits, the styles of which would not withstand criticism. After washing, the special workers' clothing takes on a repulsive gray color, and the fabric sags so much that the clothing loses its form and purpose. It is no coincidence that still not one type of special workers' clothing bears the Emblem of Quality.

Defective or lost special workers' clothing must be written off and the worker given new ones. There are as many as 200 such outfits a year. Every year two or three student brigades numbering 150-200 persons work in the combine. All of them are supposed to receive new special workers' clothing. Moreover, the turnover of personnel in the combine in one year is 600-800 persons. Thus, every year the combine requires an additional 1,000-1,200 outfits of special workers' clothing, a fact which does not

show on the order. (There is no basis for it.) But where can it be obtained? Previously fabric was bought and sewn in a tailoring establishment. Now this possibility no longer exists owing to a lack of fabric.

In our view, this "problem" should be solved in the following manner. The builders indicate the quantity of special workers' clothing, footwear and individual protective devices on the order blank by standards, GOST's, sizes and lengths. A special commission determines the type of merchandise, the GOST's for fabric and give recommendations on what special workers' clothing to put into production directly after the models are displayed.

On the basis of these recommendations the corresponding departments issue directives to the enterprises manufacturing special workers' clothing.

The supply organizations merely have to make up the containers according to our orders and send them to the users. Only not with two or three sizes of special workers' clothing, but with all sizes from size 38 to size 56, each one gradually, over the entire year. And of course a reserve of special workers' clothing must be set aside for the builders, a certain percent for overtime operations, replacements for defective clothing and supplies for student brigades.

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PROBLEMS DEVELOPING COMPANY STORES

Kiev PRAVDA UKRAINY in Russian 18 Jul 79 p 2

[Article by G. Dolzhenko: "The Company Store"]

[Text] People always want to look good, to dress smartly and keep in step with fashion. This is natural. Today it is not enough for the shelves in the stores to be crammed with an abundance of goods. The things must suit the customer's taste and satisfy him with their quality and novelty.

In order to react more quickly to changes in fashion, the fashion enterprise itself must nowadays keep a hand on the pulse of demand and participate in the sale of the goods. Company stores are the best possible answer to this goal. There are now four of them in the republic: in Kiev "Novinka" for selling clothing, "Kozhgalantereya" [Leather Haberdashery] and "Farfor-fayans" [Porcelain and Pottery] and also "Kozhgalantereya" in Odessa.

They are supplied by associations, enterprises and fashion houses where experimental shops have been organized for producing especially fashionable goods. Moreover, trial-series "N"-index goods and experimental models are delivered in order to get public opinion before the wholesale fairs. In the past year clothing worth R 2.9 million and leather haberdashery worth R 231,000 were sold through the company trade network. One hundred seventy five thousand pairs of footwear were also sold. Nearly all the models received a high evaluation from the customers and were proposed to industry for mass production.

The company stores have great rights. They conclude direct economic contracts with suppliers and oversee their fulfillment. When necessary they may refuse goods and return goods not in demand to the enterprises. These are great rights, and the responsibility is great. The more so, since both the stores and the enterprises represent one branch (this is the distinctive feature of the new form of trade). Both sides are interested not only in improving product quality but also in showing the goods to advantage.

In the company stores the salesclerks--they are also consultants--explain the significance of the models, the texture of the material and fashion trends to the customers and help them select a style of clothing according to

their bodies and acquaint them with the new issues of the fashion magazines. The motto "Made with excellence--sold with excellence" has become the norm for the business relations of the related industry collectives.

And yet, as time has shown, the output from the company stores could be greater. With the organization of the new form of trade a number of problems have arisen which are already holding back such a good business. Say, to what extent should the company network be expanded? The Ministry of Light Industry of the Republic is planning the creation of another three stores in the next year: two in Kiev for sale of footwear and fabric and one in Khar'kov for knitwear. In prospect is the opening of company stores in all large cities of the Ukraine. Willy-nilly, the ministry will have to take on a share of functions in organizing trade which are not characteristic of it. And later, of course, the necessity will arise of creating a trade management staff attached to the Ministry of Light Industry. Only, is this how company trade should be further developed? There is still no clear answer to this.

With the expansion of the network of company stores, considerably more high-quality goods are required. For the time being especially fashionable items are being furnished by special shops and sections organized on the basis of the 17 clothing, 18 footwear and 9 leather haberdashery enterprises of the republic. But, as the saying goes, this production is just a drop in the bucket. If, say, altogether 175,000 pairs of such footwear were manufactured last year, 170 million pairs of the rest, ordinary footwear, were produced.

Can the output of fashion products, particularly footwear, be increased? Can the enterprises switch over as quickly as possible to other products? They can. But it's a lot of trouble. Most often the shoemakers take the path of least resistance: they change only the description of the model and introduce almost no changes in design. It is hard to tell one style from the next. In the special shops and the sections, which as a rule are primitive, the leading footwear is stitched by antiquated methods, by hand. Today the industry of the republic has the means to turn out as much as three million pairs of men's shoes per year. Not a whole lot is necessary for this: production lines must selected, the product assortment must be specified, and the schedule and prices must be established.

The new form of trade is in collision with still another old phenomenon: the long periods for approval of the models in different departments. Thus, an experimental sample of, let us assume, a dress may "go" around the departments for as long as a month while its cost is being determined. The same amount of time is necessary to confirm increases for index "N". But after all, an enterprise cannot hold hundreds of meters of the same material from which the model was sewn, and it puts this fabric into production. And when the "original" arrives, the lot happens to be sewn from what is available. For this reason a series often greatly differs from the model.

The question of personnel training also remains unresolved. People with special training should serve customers in the company store salon. Moreover, they must also take stock, give product reports, etc. In the final analysis, the question of "to be or not to be" for an item depends on them. But where can a specialist be found for a salesclerk's salary? It is for this reason that personnel don't stay: after all, it's simpler working in the ordinary store next door.

This is far from all the problems that have come up on the path of development of company trade. It is time to open a men's clothing salon, to think out what category such stores should be classified in and, perhaps, to make them uncategorized and to coordinate the operation of the company stores of the Ministry of Trade and of industry... One thing is clear: all this must be done without delay. The new form of trade--this is what both the specialists and the customers consider it--is justifying itself on all points.

9380
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MECHANIZATION, AUTOMATION AND THE SHCHEKINO METHOD

Moscow SOTSIALISTICHESKIY TRUD in Russian No 6, Jun 79 pp 20-24

[Article by V. Lomakin, sector chief of the USSR State Committee for Labor and Social Problems, and I. Khait, chief of the department for the organization of labor and wages of the Kaluga Production Association "Khlorvinil": "The Shchekino Method - Direct Motivation in Fulfilling Plans with Fewer Personnel"]

[Text] The Shchekino method, which has been widely used in the chemical and petrochemical industries, is used, in particular, at the Kaluga Production Association "Khlorvinil" [vinyl chloride], which is a multi-branch, developing enterprise. In the Ninth Five-Year Plan new shops were put into operation here; and in 1979 they are planning to introduce new capacities with a high degree of mechanization and automation.

The fulfillment of increasing plans is directly linked with the more complete use of the possibilities of the Shchekino method based on the development of combining professions, expanding areas of service, compressing the work day, and the more rational placement and better use of personnel. Altogether during the period of 1972 through 1977 they managed to reduce the planned number of production personnel at existing facilities by 7 per cent; the freed workers were sent to newly erected facilities for the most part. However, in subsequent years the efficiency of using the Shchekino method has begun to fall off. This situation has been explained by shortcomings in the planning of labor indicators by higher organizations and directly at the enterprise, by the lack of a specific system for adopting the Shchekino method. Initiative for further adopting the Shchekino method has been stifled by restrictions in using the wages that were saved by reducing the number of personnel in accordance with suggestions made by the workers themselves.

It is known that during the Ninth Five-Year Plan the Shchekino method was formulated as a comprehensive system for organizing labor and material stimulation and planning, which promotes a growth in labor productivity and product output with fewer personnel. This is what determined the tasks of the collective, which relies in its work upon the new procedure of using the Shchekino method that was ratified by the USSR State Committee for Labor

and Social Problems, the USSR Gosplan, the USSR Ministry of Finance and the All-Union Central Trade-Union Council; the collective highly rates the possibilities of the new procedure. The result of the work on further dissemination the Shchekino method has been the creation within the association and the implementation in 1978 of a "comprehensive system for improving production and the organization of labor, material stimulation and planning." It consists of several standards, which are determined by the procedure for taking measures connected with a decrease in personnel in existing shops and in other structural subelements. A plan for organizational and technical measures in 1978-1980 to improve production, for organizing labor and to cut back on personnel forms the basis of the present system. Similar plans exist in all shops. The plans indicate the time periods for adopting the measures, the economic efficiency - the actual number of workers to be freed, and the savings to the wage fund. The plans call for the mechanization and automation of processes, improving equipment and technology, the centralization and specialization of auxilliary services, raising the skills of workers, combining professions and expanding areas of service, and the development and adoption of more progressive norms and standards for labor. Control over the fulfillment of these plans has been given to the department for organizing labor and wages of the production association.

If a shop is not fulfilling a planned measure for some reason or another which makes it possible to cut back on personnel, it is permitted to substitute the measure for another one that provides the same effect within the same period of time. If the shop did not accomplish the planned measures its labor indicators are reviewed and the number of personnel and the wage fund are decreased by the amount of the economic savings called for in the plan.

A new procedure for planning the wage fund and number of personnel for shops and subelements having the rights of a shop has been introduced. Starting in 1978 the association refused to plan labor indicators "according to a base", as had been done previously. The unjustified changing of indicators was stopped, particularly the arbitrary cut back in the number of workers and in the wage fund. Now each shop has an established base planned number of personnel in accordance with standards as of 1 January 1978. It changes as measures are adopted that result in an actual reduction in personnel.

The new procedure for planning the initial labor indicators makes it possible for structural subelements to estimate the savings of preceding periods, which was created by freeing personnel.

The planned wage fund is now closely tied to the growth rates of labor productivity and average wage, past wage expenditures per unit of manufactured product and the volume of product for the planning period; it does not depend directly upon the amount of people working in a corresponding subelement. The wage fund, which is approved for each structural subelement for the planning year, does not change during the accounting period, in spite of the possible cut back in planned personnel in connection with measures for the Shchekino method. Such a procedure for planning labor indicators

supplies the shops' wage fund with a reserve which can be directed at stimulating growth in labor productivity

In developing a system of moral and material incentives the task was posed to not simply encourage the result of fulfilling measures for the complex plan, but also to motivate everyone to constantly seek additional internal reserves of production. The savings in wages that is obtained by cutting back on personnel in comparison with the approved standards and labor plans is used for additional pay amounting to as much as 30 per cent of salary or wage rate to the workers, engineers, technicians and employees whose amount of performed work increased; for additional pay in the same amount to the shop foremen and their deputies, shift (sector) chiefs, senior skilled workmen, skilled workmen and other engineering and technical workers who are directly employed in the shops and sectors where as the result of adopting organizational and technical measures labor productivity rose in comparison with the plan by decreasing the number of personnel; for payments to workers, managerial and engineering and technical workers of one-time rewards for the development and accomplishment of measures which free workers and provide for growth in labor productivity in comparison with the plan. The remainder of the savings is transferred to the association's material incentive fund at the end of the year.

The savings in wages is used primarily to provide an incentive directly to those whose amount of performed work was increased in connection with a compression of work time by combining professions and expanding areas of service, functions and so forth. Only a portion of the savings obtained by freeing personnel is used for such additional pay. The amount of the savings in wages to be used for additional pay is determined according to following scale (Table 1).

Table 1

Groups of shops, services and departments	Percentage of savings in wages used for additional pay	
	Workers	Engineering and technical workers and employees
Shops, services, departments freeing personnel in comparison with interbranch, branch or standards equated to them	Up to 70	Up to 50
Shops and services lowering the number of workers in comparison with local technically justified standards	Up to 50	—

For example, in a shop where three grade 6 workers with a total of monthly wage rates of 400 rubles have been freed in comparison with inter-branch, branch or standards equated to them. The total savings in wages figured on a monthly basis including bonus is 480 rubles. The amount of additional pay to the workers in this case may be as much as 280 rubles, which is 70 per cent of the wage rates. If local technical justified personnel standards are in effect in the shop, 200 rubles, or 50 per cent of the savings, may be allocated to establish additional pay for the workers.

The remaining savings in wages are used for other purposes, including as an incentive to those who participated directly in developing and adopting the measures. In this manner, the savings serve to motivate managers and engineering and technical workers to prepare and accomplish measures which promote improvement in the organization of production, labor and management.

Practice shows that the effectiveness of using the Shchekino method depends largely upon managerial and engineering and technical workers. For this reason engineering and technical workers in shops and sectors receive additional pay over and above their salaries, beginning with 7 per cent of the freeing of personnel. The amount of the additional pay is controlled by the following scale (Table 2).

Table 2

Job title	Amount of additional pay in percentage to salary for the freeing of personnel	
	By 7 %	More than 7 % for each per cent of freeing of personnel
Management personnel: shop foremen (deputies to foremen), chiefs of divisions and sectors; mechanics and shop power engineers	7	1
Line personnel: chiefs of shifts, senior engineers, engineers, senior skilled workers, shop skilled workers and sector skilled workers	7	0.5

The minimal percentage for freeing personnel (7 per cent) for which engineering and technical workers additional pay is determined on the basis of existing practice. In connection with the higher intensity of inter branch and branch standards in comparison with local standards the managers of structural subelements who free workers in comparison with branch or inter branch standards are given additional pay over and above their regular salaries amounting to 5 per cent up to the achievement of a higher reduction in personnel (7 per cent), and so forth in accordance with the scale. In accordance with the scale the maximum additional pay (30 per cent of salary) can be received, for example, by the chief of a shop who has reduced personnel by nearly one third.

The next most important trend in using the savings that are made is one-time cash awards, which are given to those who directly participate in the preparation or accomplishment of measures; the amount of the cash award is determined by the extent of participation. Workers are encouraged both in the process of adopting measures and depending upon the results of subsequent quarters in forming a savings. It is estimated that if a measure is performed at the beginning of the year and all or the greater portion of the obtained savings are paid out at the same time, there may be an overexpenditure of the wage fund.

The amount of the one-time cash award, which is paid out immediately following the adoption of a specific measure, depends upon the amount of the annual savings in the wage fund and the progressive nature of the existing standards for number of personnel in the given structural subelement. The cash award is calculated on a special scale and is provided only for the workers of the appropriate shop. The remaining portion of the cash award is paid in accordance with the results of the subsequent quarters within the limits of the actual savings in the wage fund not only to the workers of the shop, sector or other subelment where the measure was accomplished, but also to other workers of the association who participated directly in the adoption of the measure.

The system of measures, aimed at increasing production with fewer personnel, was explained in detail in the production collectives. The systems implementation was preceded by a technical and economic training program for the workers and employees. In 1978 there were schools for leading labor methods, courses on target planning, the workers mastered second professions and studied in schools of communist labor and economic knowledge at the association.

All of this provided results. By the end of the first quarter of 1978 7.2 per cent of personnel in the caustic soda shop had been freed, 7.1 per cent of personnel in the water supply shop had been freed, and 2.5 per cent of personnel in the sulfate enrichment works has been freed. In the shop that produces chemicals for protecting vegetation over the course of a year 3 per cent of the initial work force was freed and labor productivity increased by 6 per cent. The shop workers received additional pay and bonuses; the average wage for the shop increased by 4.1 per cent. In spite of lowering

the number of personnel, the shop fulfilled its annual plan by 25 Decembeer. This shop, one of the best in the branch, was awarded second prize in the first quarter of 1978 according to the totals of the all- union socialist competition.

In totalling the results of socialist competition each percent by which the planned number of personnel has been reduced in a structural subelement results in the subelement being rated at .5 points; for example, the fulfillment of the plan for total production output, labor productivity and product cost provide one point for each individual indicator.

As of 1 January 1979 the association already had 7 structural subelements and 20 sectors, in which last year more than 7 per cent of personnel were freed and where the engineering and technical workers receive additional pay along with the workers. Among those freed were 9 engineering and technical workers and employees, whose jobs were assumed by other workers; this took place after the number of engineering and technical workers and employees had been reduced in accordance with assignments from a higher organization. In 1978 154 men had been freed, including 38 men on the basis of experience at the "Polimir" association; in 1977, prior to the introduction of the new method of using the Shchekino method, only 69 men had been freed.

In January and February 1979 the chiefs of shops and other subelements had recommended carrying out organizational and technical measures which made it possible to reduce the number of personnel in existing production facilities by another 106 men. Today the association's management receives such recommendations from the same chiefs of shops and subelements who only yesterday were asking for more personnel for various reasons. There is confidence that in the next couple of years many more workers and engineering and technical workers will be freed from existing production facilities. This attests to the results of the work that the association's management did along with public organizations.

The search for reserves is stimulated very well by the new procedure for using the Shchekino method, which makes it possible at the enterprises to guarantee stability in planned wage funds over a long period of time for the shops and to significantly strengthen material incentives for both workers and engineering and technical workers. Thus, in 1978 out of 135,100 rubles in wage fund savings, which were obtained by freeing personnel, 73,700 rubles were used for additional pay (including bonuses that were incorporated in them), of this amount 59,700 rubles went to workers and 14,000 rubles went to engineering and technical workers and employees; 61,200 rubles were used for one-time cash awards. Among the 145 engineering and technical workers of the association who received additional pay for reducing personnel in the sectors that they manage were 13 shop chiefs and their deputies, 20 chiefs of sectors and divisions and 89 foremen and senior foremen.

One can point to the example of the service of the control-measurement instruments and automation (KIPiA) for the production of silicon dioxide to show how the new procedure affected the further dissemination of the Shchekino method. During 1974 through 1975 the number of personnel in the service was cut back by 19 men. It seemed that all reserves had been exhausted. In the words of the chief of the service, I. P. Regush, the problem was that no provision had been made for the material stimulation of engineering and technical workers, who had been the direct organizers for adopting the Shchekino method.

The situation was radically changed in 1978, when the comprehensive system for improving production and the organization of labor was used. The service collective was prompted to search for reserves and to develop and realize measures aimed at raising labor productivity. As a result in the KIPiA service last year an additional 7 men were freed, including one engineering and technical worker; since 1 January 1979 the number of personnel has been cut back by another 9 men.

Altogether in just over one year almost as many men have been freed as were freed in the preceding four years. The number of personnel in the service was reduced from 124 to 82 men. Instead of 7 brigades, which combined 35 mechanics for servicing the instruments and automatic equipment in shifts, there were 3 brigades remaining which were comprised of 14 men. For the first time in this service in 1978 by the savings in the wage fund created by freeing personnel additional pay was established not only for the workers but also for the engineering and technical workers. In the socialist competition betwen shops in 1978 the service took first place 6 times and second place twice. The technological shops and other structural subelements have no complaints against the work of the service.

In the socialist pledges taken on by the collective of the Kaluga production association "Khlorvinil" for 1976 through 1980 for raising labor productivity and increasing product output with fewer personnel using the experience of the Shchekino and Polotsk chemical industry workers, it says that 201 men are to be freed from operating production facilities during this time period. Actually since the beginning of the five-year plan due to the more rational organization of labor 419 men have already been freed, of which more than half were workers from the auxilliary services.

The 1978 plan for labor productivity was fulfilled by the association by 102.2 per cent and the five-year assignment by 102.5 per cent. Within three years of the current five-year plan labor productivity has risen by 53.7 per cent; 53 per cent of product is turned out with the State Mark of Quality. Last year the enterprise was awarded the Challenge Red Banner of the USSR Ministry of the Chemical Industry and the Central Committee of the Trade Union of the workers of the chemical and petrochemical industries for four quarters in a row. The work load throughout the entire shift, the lack of unwarranted disruptions and losses of work time promotes a strengthening of labor discipline in the collective. The Shchekino method has a positive influence on speeding up the assimilation of new equipment both

by attracting skilled specialists from the production facilities and as the result of raising the skill level and mastery of second professions by the workers. Out of 154 men who were freed last year, 98 still remain at the enterprise of which 46 were transferred to vacant positions and 52 to new facilities that are being introduced.

Labor economizing is promoted by improving its norm setting. In the past three years with the participation of the TSNOTKHIM [center for scientific organization of labor of the chemical industry] and its branches standards for number of personnel for repairing and servicing electric equipment, control and measuring instruments and automatic equipment have been developed and adopted, as have standards of time for the laboratory control of raw materials, production processes and finished product in the production facilities for chloride and vinyl chloride. In the production of magnesium standards have been adopted for the number of personnel in the basic shops, which were approved by the USSR Ministry of Non Ferrous Metallurgy. For setting norms for labor of engineering and technical workers and employees they use "a unified branch standard for the number of engineering and technical workers and employees according to functions of management" (part 1); for those services, where the branch standard is lacking, local technically justified standards are used. Within the association during this period of time 3,045 output norms (time)were developed and adopted; 3,110 outdated norms were reviewed. At present 97.8 per cent of the workers are working according to technically justified norms, including 60.8 per cent according to norms estimated based on inter branch and branch norms. The fulfillment of output norms by the workers-finishers according to data for October 1978 amounted to 115.2 per cent.

During the period 1976 through 1978 all services of control-measuring instruments and automatic equipment, power service were centralized in one of the production facilities. The centralization of the power and economic services and the services for equipment repair is continuing.

The Shchekino method is creating more favorable conditions for the development of collectivism, for increasing responsibility for the results of labor; labor discipline is improving and losses of work time because of unauthorized absences are decreasing and as a result the labor turnover is being reduced. In recent years the number of unauthorized absences has decreased 2.8-fold as have losses of work time caused by unauthorized absences; the amount of overtime hours in percentage of time worked was decreased from 1.2 to 0.96 per cent; and personnel turnover was reduced from 14.6 per cent to 9.5 per cent.

The experience of the Kaluga Production Association "Khlorvinil" in successfully using the Shchekino method convincingly demonstrates that the enterprises still have significant reserves for increasing labor productivity. But these reserves can be used only on the basis of a set of measures in organizing labor and production, material incentives and planning. In this connection the role and responsibility of the middle link - the all-union production associations - are increased.

The Shchekino method stimulates the development of initiative to increase labor productivity, however far from all opportunities for using it are being taken. One of the basic reasons for this is that the higher organizations are continuing to plan the labor indicators for the enterprises "according to the base", i.e., according to actually achieved results. Under specific conditions such planning can lead to the forced over expenditure of the wage fund with all attendant consequences.

It is necessary for the higher organizations to introduce into the enterprises stable standards, which are differentiated by year of five-year plan, for planned expenditures, as called for in the present system for using the Shchekino method, of wages per unit of product output volume from the adoption of planned organizational and technical measures. Unfortunately, this procedure is often not observed at present. What is more the plans for the wage fund are sometimes reviewed in the course of the year. All of this is contrary to the basic principles of working according to the Shchekino method.

A more perceptible savings in labor can be achieved by making more complete use of presently existing opportunities for motivating management and engineering and technical workers who directly provide for cutting back on personnel and for the growth in labor productivity as compared with the plan. When planning labor indicators the achieved level of labor organization and its norm setting are not always taken into consideration. As a rule, leading enterprises are given heightened assignments for cutting back on maximum allocations for maintaining the administrative-management apparatus. In connection with reducing the number of personnel here, of course, the percentage of engineering and technical workers is growing; these enterprises are in a worse position in comparison with the others, where labor resources are used less rationally. The elimination of the shortcomings noted in this article will make it possible to expand the use of the Shchekino method.

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RESOLUTION ON ACTIVITIES OF BUREAU FOR JOB PLACEMENT

Moscow BYULLETEN' GOSUDARSTVENYY KOMITET SSSR PO TRUDU I SOTSIAL'NYM VOPROSAM in Russian No 8, Aug 79 pp 6-9

[Resolution No 156 of the USSR State Committee for Labor and Social Problems dated 26 April 1979]

[Text] With the goal of improving the system of job placement and keeping the population of the country informed, the USSR State Committee for Labor and Social Problems resolves:

To adopt the Standard Statute on the Bureau for Job Placement in accordance with the supplement.

That the republic committees develop and adopt the statute on the Bureau of Job Placement in union republics on the basis of the current Standard Statute.

Supplement to decree No 156 by the
USSR State Committee for Labor and
Social Problems dated 26 April 1979

The Standard Statute of the Bureau for Job Placement

1. The Bureau for Job Placement is part of the Union Republic's system of State Labor Committees and performs the function of intermediary in job placement promoting the realization of a citizen's rights which are guaranteed by the USSR Constitution relative to the selection of a profession and the kind of occupation and work which correspond to their voaction, abilities, professional training and education, while taking into account the needs of society.

2. The main duties of the Bureau for Job Placement are:

--Placement of those people with labor skills who have come to the bureau, in enterprises, institutions, and organizations;

--keeping the population informed about the needs of enterprises, organizations, and institutions for workers and employees;

--rendering practical assistance by staffing enterprises, organizations, and institutions which are experiencing a manpower shortage, with top priority given to putting them back into operation;

--participating in the work being conducted by the executive committees of the local soviets of people's deputies to improve the regulation of redistributing the work force, to find additional reserves by actively drawing into the national economy those classes of people who are not engaged in social production and to reduce the losses connected with the unreasonable movement of workers.

3. The Bureau for Job Placement in accordance with their assigned duties:

a) consolidates information received from the enterprises, organizations, and institutions according to their need for workers and employees; and checks the accuracy of the information derived from the projected and actual number of workers;

b) informs the population about the needs of enterprises, organizations, and institutions for workers and employees through the press, radio, television, and special display stands;

c) receives individuals having questions dealing with job placement, renders assistance to the citizens who come to them in the selection of work which corresponds to their specialty, qualifications, and personal desires based on the information the bureau has about the needs of the enterprises, organizations, and institutions for workers and laborers, and gives unemployed citizens direction in finding work which meet their desires; implements control over the job placement of workers under their direction;

d) renders immediate assistance in assigning a work force to those enterprises and organizations which have begun operations again;

e) participates in conducting the organized selection of workers and in resettling the population by calculating the needs of enterprises, organizations, kolkhozes and sovkhozes for workers and their ability to accept them;

f) conducts, through established procedures, practical work of placing youths who have completed their general high school education in the labor system;

g) consolidates information about the presence of a network of educational courses at enterprises, organizations, and institutions, and informs that portion of the population, which is not engaged in social production, about the possibility of national instruction; organizes, where it is expedient, the activities of city centers (offices) for vocational consultation of the population;

(h) conducts, through established procedures, the registration of the people who come to them, systematizes the information from the enterprises,

organizations, and institutions related to their needs for workers and laborers, compiles statistical accounts in sanctioned formats, conducts an analysis of registration and statistical data on the range of questions comprising the bureau's scope of activity, and on the basis of this develops proposals aimed at lowering the disproportions in manpower provided for the national economy, and reducing the labor turnover;

i) conducts, among pensioners and persons engaged in personal or subsidiary work, work designed to inform and attract them toward social production work including temporary and seasonal work, jobs with shortened work days (work weeks) and also jobs which can be done by the workers at home;

j) organizes the timely and careful examination of citizens' letters (suggestions, applications, and complaints) while striving for correct solutions to the problems presented in these letters which fall under the scope of the bureau.

4. In order to solve the problems which lie before them and to fulfill the duties with which they are entrusted, the Bureau for Job Placement is granted the right:

a) to consolidate to the greatest extent possible information about the needs of enterprises, organizations, and institutions, for manpower, irrespective of the departmental jurisdiction under which they fall; to implement control over the conformity of this information with the projected (established) quantities;

b) to inform the population about the needs of enterprises, organizations, and institutions for workers and employees through the bureau by means of the press, radio, and television, and also through the use of other means of mass information;

c) to establish, in agreement with the executive committee of the corresponding soviet of people's dupties special stands for displaying announcements about national economy needs for manpower and also placards, panels, and other types of information about the activities of job placement services;

d) to conclude agreements with enterprises, organizations, and institutions, on services for informing the population about the need for workers and in the job placement of workers and employees;

e) to receive from planning and statistical agencies planning and accounting materials related to labor.

5. The workers of the Bureau for Job Placement have the right, through established procedures, to visit the enterprises, organizations, and institutions, irrespective of the departmental jurisdiction under which they fall, in order to acquaint themselves with working conditions and the daily routine of the workers, and also for other matters connected with the activities of the bureau.

6. The Bureau for Job Placement enjoys the rights of having a legal adviser and a current account at the State Bank.

7. In their activities, the Bureau for Job Placement follows the legislation of the USSR and Union Republics now in force, and resolution orders, and instructions of the USSR State Labor Committee, the State Labor Committees of the Union Republics, the labor administration (section) of the Autonomous Republic Council of Ministers, the executive committee of the kray, oblast, and city (cities under the Republic's jurisdiction), soviet of people's deputies, and also the existing statute.

8. The Bureau for Job Placement is made up of the Labor Administration (section) of the Autonomous Republic Council of Ministers, the executive committees of the kray, oblast, city (cities under the Republic's jurisdiction), soviet of people's deputies, and works under their direct guidance and control.

In Republics which do not have oblast divisions, the bureau is under direct jurisdiction of the Union Republic State Labor Committee.

9. Labor indices, labor plans, estimates of income and expenditures, expenditures for maintenance of the management apparatus and the regular schedule of the Bureau for Job Placement are established by the State Labor Committee of the Union Republic with representation by the Autonomous Republic Council of Ministers, the executive committee of the kray, oblast, and city (cities under the Republic's jurisdiction), soviets of people's deputies and in Union Republics not having an oblast division with representation by the bureau.

10. The Bureau for Manpower Organization is headed by a bureau manager who is appointed by the head of the Labor Administration (section chief) of the Autonomous Republic Council of Ministers of the executive committee of the kray, oblast, and city (cities under the Republic's jurisdiction), soviet of people's deputies in concordance with the executive committee of the corresponding soviet of people's deputies and the State Labor Committee of the Union Republic.

In Union Republics which do not have an oblast division, the chief of the bureau is appointed by the chairman of the Union Republic State Labor Committee in concordance with the executive committee of the corresponding soviet of people's deputies.

The chief of the Bureau for Job Placement bears full responsibility for his actions, issues orders that fall under the scope of his activities, takes on and dismisses workers in accordance with labor legislation, and takes measures to encourage and impose penalties on the workers of the bureau.

The chief of the Bureau for Job Placement, without power of attorney, acts in the name of the bureau and represents it at all institutions and organizations.

11. The Bureau for Job Placement has a stamp and circular seal bearing an impression of the State Emblem of the Union Republic, along with its name.

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VOCATIONAL ORIENTATION OF YOUTH IN SIBERIA STUDIED

Novosibirsk IZVESTIYA SIBIRSKOGO OTDELENIYA AKADEMII NAUK SSSR. SERIYA OBSHCHESTVENNYKH NAUK in Russian No 6, May 79 pp 109-114

/Article by D. L. Konstantinovskiy, V. G. Kostyuk and M. M. Traskunova, Institute of History, Philology and Philosophy of the Siberian Department of the USSR Academy of Sciences, Novosibirsk: "Social and Vocational Orientation of Youth in Siberia (Regional Aspect)"/

/Text/ The problems of education and choice of occupation acquire ever greater importance at the present stage of communist construction. The urgency of these problems and their scientific and practical outlook has become the basis for the organization of research on regional and national characteristics in the social and vocational orientation of youth in Siberia.[1]

This article examines the first results of an analysis of the data of mass sociological surveys conducted in the course of realization of the research project in a number of regions in West and East Siberia.[2]

Let us begin the examination with the orientation of youth toward involvement in labor activity immediately after school. There are three variants of such involvement: going to study in vocational and technical schools and in courses or going to work right after leaving school (in this case training can be received at work places). At the same time, the bulk of the students make such transitions either after completing the eighth grade or after graduating from secondary school. To make the analysis complete, it is necessary to examine the entire generation as a whole and all the variants of life paths of youth. In order to approach the fulfillment of this condition, we shall first turn to the data obtained on eighth graders.

Research has shown that one out of three eighth graders in Novosibirskaya Oblast, when planning his future, chooses a trade. A total of 6 percent plan to go to work immediately and 25 percent, to study in vocational and technical schools and in courses. Eighth graders in Tyumenskaya Oblast and Gornyy Altay have similar plans. These indicators differ slightly in Tuva and Khakasiya, where the proportion of those wishing to study in vocational and technical schools makes up 10 and 19 percent respectively. The number of

boys choosing trades is relatively higher than that of girls, that is, in Novosibirskaya Oblast and Khakasiya, twice as high and in the other surveyed regions, 2.5 to 4 times. Usually, in rural areas the relative number of eighth graders turning to trades is higher than, on the average, in the oblast and in rural localities, lower. For example, in Novosibirskaya Oblast they constitute 37 and 25 percent (31 percent, on the average) and in Tyumenskaya Oblast, 35 and 22 percent (29 percent, on the average). After the eighth grade boys from rural areas seek labor activity to the greatest extent (in Novosibirskaya Oblast, 48 percent, in Tyumenskaya Oblast, 51 percent and in Khakasiya, 31 percent) and girls from urban areas, to the smallest extent (16, 15 and 12 percent respectively).

It is significant that, as a rule, the system of vocational and technical education, which forms from yesterday's students skilled personnel joining the ranks of the working class of industrial enterprises and the ranks of sovkhoz and kolkhoz workers, holds the leading place in the plans of eighth graders of all the surveyed groups. Training in secondary vocational and technical schools enables youth to acquire a trade and general secondary education. The study of vocational orientations in dynamics over a number of years clearly confirms the increased attractiveness of trades and vocational and technical schools, especially in the last few years, which is connected with the implementation of measures for the development of vocational and technical education.

The actual behavior of boys and girls upon completion of the eighth grade corresponds to their personal plans with respect to trades. For example, in Novosibirskaya Oblast, in reality, one out of three students who completed the eighth grade began to study in a vocational and technical school or in courses, or went to work. The regional characteristics existing in personal plans are also repeated in actual behavior (Tuva and Khakasiya). The same can be said about the specific nature of real life paths and their correlation with the personal plans of boys and girls in the regions as a whole, as well as in urban and rural areas. The system of vocational and technical education also dominates in the actual behavior of youth.

At the same time, there is a certain discrepancy between personal plans and their realization in Tuva, where the proportion of those planning to enter vocational and technical schools was twice to three times lower than in other regions and, in reality, the ratio between those choosing vocational and technical schools and immediate entry into employment remained the same as it was in the structure of personal plans (in practice, 1:1). In other regions, where a much greater proportion of eighth graders connected their plans with vocational and technical schools, the ratio changed--the proportion of youth going to work increased from 4:1 to 2:1 in Novosibirskaya Oblast, from 9:1 to 3:1 in Khakasiya and from 14:1 to 3:1 in Altay. Apparently, the reason for these changes should be sought both in the existing characteristics of location of the educational institutions of the system of vocational and technical education and in the correlations between the structure of admission according to the set of occupations that vocational and technical

schools offer youth, on the one hand, and the interests, aspirations and personal plans of boys and girls in urban and rural areas, on the other. The nonuniformity in the location of vocational and technical schools and the insufficiently wide range of occupations in themselves can reduce the proportion of youth for which vocational and technical education could become an excellent channel for the reinforcement of the ranks of the working class (for example, rural vocational and technical schools do not provide for a sufficient choice of occupations for girls). Furthermore, examining the problems of improving the system of vocational and technical education, it should be taken into consideration that the personal plans of young people starting out in life are highly dynamic and somewhat unstable in time (because they continue to be formed) and in a number of aspects do not fully meet the current needs of the national economy of a specific region. Thus, the certain discrepancy between personal plans and actual behavior is determined objectively.

Let us examine the data on graduates of secondary schools. The data of sociological research conducted in the country's various regions have shown that a relatively small number of graduates of secondary schools plan to work or learn trades. There is a similar picture in the surveyed regions of Siberia (5 to 15 percent). At the same time, the structure of plans is different than that among eighth graders. No more than 2 to 9 percent of the tenth graders plan to study in vocational and technical schools and in courses. Most of them intend to go to work immediately after school. The proportion of boys turning to trades is much greater than that of girls (both throughout regions and in urban and rural areas). The differences between the orientations of urban and rural graduates are as follows: In Novosibirskaya Oblast in rural areas approximately one out of five graduates plans to choose a trade and in cities, one out of ten. As a rule, a similar ratio is also observed in other regions.

The real choice among graduates of secondary schools, in contrast to eighth graders, greatly differs from their plans. About 50 percent of the graduates begin to work in the national economy or enter vocational and technical schools and courses immediately after school. The differences between the orientations of boys and girls and of urban and rural graduates of all regions noted during an analysis of personal plans are modified in their actual behavior, often being smoothened out. For example, the present needs of the national economy for personnel amend the personal plans of youth starting out in life. It is important to note that the number of young people entering vocational and technical schools after the tenth grade is twice or three times as high as that planned. However, from a comparison of figures it is clear that among the graduates that began to work or learn trades there are many who had other aspirations, but were unable to realize them immediately after school. It can be assumed that, subsequently, they will again try to realize their plans to study in higher or secondary specialized educational institutions. Apparently, some of them ultimately will be able to realize their plans, while others will have to adjust their intentions and to adapt themselves to the new variants of their life path.

Research data show that eighth graders represent the basic reserve for the reinforcement of the ranks of the working class and kolkhoz members. Apparently, with the development of the system of secondary vocational and technical schools the training of working personnel will more and more proceed along the line of "8-year education+vocational and technical school." However, secondary school (even though it participates in the training of working personnel both at the stage of 8-year education and through the orientation of some students who completed the tenth grade toward trades) will be characterized by a structure of vocational orientations of graduates corresponding to the specific nature of its own social problems. Let us take into consideration that the path "8-year education+vocational and technical school" enables youth to subsequently enter secondary specialized and higher educational institutions, that is, to realize the same types of vocational orientations as those of graduates of secondary schools.

We would like to add that the part of reinforcement of the working class that consciously enters the national economy immediately after secondary school increases year after year. We have in mind those who planned to become workers when still in school. A study of the dynamics of these processes shows that their number has grown in the last few years.

Let us analyze the orientation of youth toward studies in secondary specialized educational institutions. A total of 20 to 30 percent of all Siberia's eighth graders plan to enter secondary specialized educational institutions after completing the eighth grade. As a rule, girls have such plans more often than boys: in Tuva and Khakasiya, 2 to 5 percent more often, in Novosibirskaya Oblast, 10 percent more often, in Gornyy Altay, twice as often and in Tyumenskaya Oblast, four times as often. In Novosibirskaya Oblast the share of those planning to enter secondary specialized educational institutions is 1.7 times greater in urban areas than in rural areas. In Tuva this situation is reverse and in other regions it is approximately equal. In urban areas these shares are almost equal both among boys and girls (Tyumenskaya Oblast constitutes an exception) and in rural areas an obvious prevalence of such plans among girls is evident (from 1.5 times in Tuva to five times in Tyumenskaya Oblast). On the whole, with marked specific differences of the data throughout regions, quite a large number of eighth graders--boys in urban areas and girls in urban and rural areas--plan to acquire secondary specialized education (12 percent for girls in urban areas in Tuva and 45 percent for boys in rural areas in Tyumenskaya Oblast constitute the minimum and maximum respectively). Boys in rural areas have such plans much less frequently (6 percent for Novosibirskaya Oblast are the minimal data and 24 percent for Khakasiya are the maximal data).

In reality, 10 to 15 percent of the students that completed the eighth grade usually enter secondary specialized educational institutions, that is, approximately one-half of those that planned to do so. This picture is typical for the surveyed regions of Siberia with small regional variations. A number of factors affect the fulfillment of the plans of boys and girls: The existence of vacancies, territorial location of educational institutions, set of specialties and so forth. As a result, the degree of realization of plans among

girls, on the whole, is lower than among boys. A total of 8 to 16 percent of the rural eighth graders and 12 to 15 percent of the urban eighth graders entered secondary specialized educational institutions. The ratio between those that actually entered and those that planned to enter these institutions in Novosibirskaya and Tyumenskaya oblasts is 1:2 both for urban and rural areas and in Altay and Khakasiya, 1:3 in rural and 1:2 in urban areas. The actual life paths of urban boys and girls are as close as their plans (with the exception of Tyumenskaya Oblast, where many more girls both planned and entered, which is largely determined by the existing set of occupations in the oblast's secondary specialized educational institutions). Approximately the same number of girl students who completed the eighth grade came to secondary specialized educational institutions from rural areas as from urban areas. As is evident, not as large a number of eighth graders as planned actually enter secondary specialized educational institutions and least of all, rural boys.

With regard to graduates of secondary schools, among them orientations toward secondary specialized education occur more often than among eighth graders: 34 to 37 percent, including among girls 37 to 44 percent and among boys, 25 to 28 percent in various regions (in Tuva, approximately 50 percent of all the graduates). In practice, one-half of the rural tenth graders and no more than one-third of the urban tenth graders (with the exception of Tuva, where their plans are the same) plan to enter secondary specialized educational institutions. Comparing the orientations of boys and girls in urban and rural areas, we see that in most regions urban boys turn to secondary specialized education less than others (16 to 30 percent) and rural girls, most of all (48 to 54 percent).

In Novosibirskaya Oblast, Tuva and Khakasiya approximately one out of two and in Tyumenskaya Oblast and Gornyy Altay two out of three of those that planned actually enter secondary specialized educational institutions. Rural girls enter secondary specialized educational institutions most often followed by boys both in urban and rural areas. The degree of realization of personal plans is the highest (close to a unit) among boys in cities and settlements in Novosibirskaya and Tyumenskaya oblasts.

On the whole, approximately one out of five graduates of secondary schools enters secondary specialized educational institutions, whereas after the eighth grade, approximately one out of two. However, stating this, it should be kept in mind that the number of eighth graders exceeds the number of tenth graders significantly (on the average, almost twice).

An analysis of the dynamics of orientations toward secondary specialized education shows that both the number of those planning and the number of those actually choosing this important way of acquiring a skilled specialty has increased considerably recently. For example, in 1965 only 8.4 percent of the tenth graders of Novosibirsk planned to enter secondary specialized educational institutions. Somewhat fewer--7.1 percent of the graduates--actually entered. Both were relatively not numerous. After a decade up to 25 percent of the graduates of secondary schools in Novosibirsk planned to enter secondary specialized educational institutions, but about 12 percent entered.

As we see, the situation has changed drastically. In the mass nature of orientations and, moreover, in the degree of realization of the personal plans of graduates it has become similar to the situation existing in the sphere of higher education.

Finally, let us examine the orientations toward higher education. One out of two male graduates and one out of two female graduates of secondary schools in the surveyed regions (in Tuva, fewer) plan to study in a higher educational institution. As a rule, in urban schools the proportion of those turning to a higher educational institution is almost twice as high as in rural schools. Specific differences between the plans of boys and girls in urban and rural areas are observed in every region.

More than one-half of those who planned to enter a higher educational institution succeeds in doing so. Approximately one out of four graduates of secondary schools in Siberia studies in a higher educational institution immediately after the tenth grade. At the same time, the degree of realization of personal plans for entry into higher educational institutions, as a rule, is higher among city dwellers than among rural graduates (by 27 to 39 percent).

Sociological research in the country's various regions at the beginning and in the middle of the 1960's confirmed the orientation of graduates of secondary schools primarily toward higher educational institutions. However, the processes connected with the sphere of education were subjected during those and subsequent years to pronounced influences, which had a significant effect both on the personal plans of graduates and on their real life paths. In order to detect the results of these influences, it is necessary to study the processes in dynamics. The information base of our research (more than 10-year time series in Novosibirskaya Oblast) offers such a possibility. A whole set of factors--economic, social, demographic and sociopsychological--development of the national economy, changes in the structure of needs for personnel by sectors and skill levels, development of the system of education (higher, secondary specialized, vocational and technical and secondary general), various changes in the structure of the personnel training system, the "demographic wave" of the postwar years, a number of changes in the rules of admission to educational institutions, increase in the prestige of previously unpopular occupations, public attention to economic and personnel problems and so forth--had an effect. Thus, a large number of various factors had a complex, interconnected and often indirect effect on the vocational orientation of youth.

For example, the number of graduates of secondary schools during that period, having declined to a certain value (minimal in 1962), then began to grow abruptly. Youth born during the first postwar years, when the birth rate sharply increased as compared with the war years (so-called "demographic echo of the war"), reached the age of 17 and 18 during subsequent years. At the same time, the system of general secondary education intensively developed in the country during that period. The curvature of the "demographic wave" rose rapidly. In 1965 the country's schools turned out almost 2.5 times as many

boys and girls as in 1962 and in 1970, more than five times. In 1962 the number of places at the first courses of higher educational institutions came close to the number of school graduates. Graduation in schools exceeded admission to higher educational institutions by only 20 percent. In 1963 these values were also close. (It should be noted that admission to higher educational institutions increased systematically year after year). However, as of 1964 the sharp change in graduation in schools began to greatly exceed the linear growth in vacancies in higher educational institutions. In 1965 graduation in schools exceeded admission to higher educational institutions 2.4 times, in 1966, 6.1 times and in 1968, more than 4 times, after which stabilization of this correlation began to appear at this level (higher educational institutions are able to admit about one-fourth of the graduates).

In order to evaluate how this situation was reflected in Siberia, we shall cite certain calculations for Novosibirskaya Oblast. Prior to 1965 higher educational institutions in Novosibirsk were able to admit more boys and girls than those turned out by the oblast's secondary schools. In 1965 this correlation differed from a unit only slightly. However, in 1966 graduation in schools exceeded admission to higher educational institutions 2.8 times (higher educational institutions were able to admit about one-third of the graduates) and in 1968, 1.9 times, after which the situation at this level (higher educational institutions are able to admit about one-half of the graduates) began to stabilize. As can be seen, the scope of fluctuations is the same for the country as a whole and in tentative calculations for the oblast, although in the absolute value the correlations are different.[3]

Let us examine how the sharp change in the situation affected the orientation of school graduates toward studies in higher educational institutions. In 1965 a total of 84.5 percent of the graduates of secondary schools in Novosibirsk planned to enter higher educational institutions. In 1969 in the new situation 59.9 percent of the graduates planned to enter higher educational institutions. As can be seen, the orientation toward higher educational institutions underwent a significant change during those years.[4] In 1965 a total of 63.9 percent of the school graduates and in 1969 a total of 38.4 percent actually entered higher educational institutions. Thus, the real life paths of graduates also changed during that period. It is noteworthy that the realization of the personal plans of school graduates for entry into higher educational institutions (ratio between the number of those that entered and the number of those that planned to enter) has changed negligibly during the 1960's and 1970's and up to the present.

Research has shown that a whole set of factors, forming the vocational orientations of youth starting out in life over many years, has created the distribution of their personal plans and real life paths that can be seen in Siberia at present.

FOOTNOTES

1. Methodological problems and a general description of research are set forth in the article: Konstantinovskiy, D. L., "Regional and National Characteristics in the Vocational Orientations of Siberian Youth (Objects and Methods of Research)," IZV. SIB. OTD. AN SSSR, 1975, No 1, SER. OBSHCHESTV. NAUK, Issue 1. The research project was developed and is being realized by the Sector for Social Problems of Juvenile Labor of the Institute of History, Philology and Philosophy of the Siberian Department of the USSR Academy of Sciences.

2. The representative surveys conducted in Novosibirskaya Oblast (1963-1975), Tyumenskaya Oblast (including regions in the Far North) and the Tuvinskaya ASSR (1973) and Gorno-Altayskaya and Khakasskaya autonomous oblasts (1973-1975) involved students in eighth and tenth grades of general educational day schools. The selection was formed on the basis of statistical data.

3. In the cited calculations we correlated graduation in secondary day schools with admission to day departments of higher educational institutions. This was done for two reasons. First, according to the data of our surveys, graduates of secondary day schools, who plan to enter higher educational institutions, turn to the day department of higher educational institutions. Only a few intend to enter evening and correspondence departments in the future. Second, those that graduated from a day school in the same year constitute the greatest group both among those that took examinations to day departments of higher educational institutions in Novosibirsk and among those that entered them. The number of applicants to vacancies in higher educational institutions in Novosibirsk was evaluated in the following manner. Undoubtedly, graduates of schools in Novosibirskaya Oblast enter not only higher educational institutions in Novosibirsk, but also higher educational institutions located in the country's other cities. On the other hand, not only residents of Novosibirskaya Oblast, but also migrants from other oblasts enter higher educational institutions in Novosibirsk. On the basis of a number of considerations of a methodological nature and data on the migration of school graduates (for the sake of brevity of presentation they are not cited here), we can, in order to obtain qualitative evaluations, correlate admission to higher educational institutions in Novosibirsk with graduation in the oblast's schools.

4. Konstantinovskiy, D. L., and Shubkin, V. N., "Personal Plans and Their Realization (Methodological Problems and Experience in the Social Forecasting of Chances of Youth)," VOPROSY FILOSOFII, 1970, No 7.

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PLANNING THE SOVIET PUBLIC HEALTH SERVICE

Moscow PLANOVOYE KHOZYAYSTVO in Russian No 9, Sep 79 pp 97-100

[Article by N. Malov, section chief, and V. Churakov, subsection deputy chief, USSR Gosplan]

[Text] Concern about the preservation and reinforcement of the population's health finds expression in the system of socio-economic and medical measures. They are implemented by agencies of public health, social insurance, physical culture and sport, culture and education, economic and social organizations, etc.

In the first years of the building of socialism V. I. Lenin defined the basic principles of the formation of the public health service, the state, planned and cost-free character and universal availability of medical care, the unity of medical service and practice and their orientation toward prevention.

In accordance with the Soviet Constitution the right to preserve the health of workers of the country "is assured by free qualified medical care rendered by state institutions of public health, by expansion of the network of institutions for the treatment and reinforcement of the health of workers, by the development and improvement of safety engineering and production sanitary engineering, and by the conducting of preventive measures" (p 42).

The implementation during the years of Soviet power of one of the basic principles of the Soviet public health service--free medical care--permitted considerably improving the health of the Soviet people and reducing the overall death rate by three-fourths and the children's death rate by six-sevenths. Whereas in tsarist Russia in 1896-1897 the average length of life was 32 years, in the Soviet country it increased to 44 in 1926-1927 and [illegible] 1970-1971.

The state-planned character of the Soviet public health service and its uninterrupted connection with the entire national economy are its most important principal difference from the public health services of capitalist countries. Characteristic of the latter are their class nature, the obligatory nature of the measures, an absence of planning and unity, high cost of

medical care and its unavailability for the broad masses of the population. This is explained by the fact that the leading role in the organization of medical care belongs to the capitalists and their corporations. For example, in such a highly developed capitalist country as the United States of America, a considerable portion of the wages of working people goes for the payment of costly medical care.

In the USA a house call costs more than 16 dollars, a tooth filling 11 dollars, an extraction 16, and one day's stay in a hospital 78 dollars, not counting payments for treatment. The cost of an appendectomy is half the average monthly wage. Due to the absence of free medical care in the country the expenditures of working people on illnesses are more than 25 percent of the disposable income of the population. The right to assistance during temporary incapacity is presented only to those who up to the onset of incapacity had paid a certain portion of the insurance contributions.

The Soviet state allocates large resources for the public health service. It suffices to say that expenditures on public health, physical culture and sport for the country as a whole are 13.7 billion rubles in 1979 as against 6.7 billion rubles in 1965.

The presentation of free medical care to the working people of the USSR is determined by the very nature of socialist relations. And whereas in separate cities and regions a small number of khozraschet outpatient public-health polyclinics are still preserved, in our country there is no wide demand for that kind of medical care and it is not being developed. With increase of the degree of satisfaction of the needs of the population for universally available free medical care the number of such institutions will be reduced.

The financial material and labor resources directed toward the public health service are growing from year to year. Our state also envisages larger and larger allocations to the social insurance budget. Those expenditures will amount to 32.3 billion rubles for 1979, that is, will be 3 times as large as in 1965.

Under the conditions of a developed socialist society the productive and non-productive spheres of the socialist national economy objectively must develop in harmony, as a single whole. This finds reflection in the five-year plans of the economic and social development of the country.

Revealing the dependence on and connection of the public health service with material production, Karl Marx emphasized that "the labor of the physician and the teacher does not directly create a fund from which they are paid, although their labor enters into the outlays of production, which in general creates all the values, namely, in expenditures of the production of manpower" [1]. As early as the first years of Soviet power V. I. Lenin said, "The first productive force of all mankind is the working force. If it survives, we all will recover and be restored... It is necessary to sacrifice everything to save the existence of the worker" [2]. By preserving and augmenting the health of man, the public health service saves both personal

and social labor and creates the necessary conditions for increase of labor productivity.

The effect of curtailment of premature deaths on the dynamics of the national economy has been convincingly shown by S. G. Strumilin. According to his data, as a result of reduction of the overall death rate of the population during the years of Soviet power, by 1964 about 5 million Soviet citizens were additionally preserved. Their participation in economic activity has contributed to a considerable growth of the country's national wealth [3].

As a result of the reduction of the number of invalids and temporarily incapacitated in our country, on the one hand, increase of the national income through growth of the production of material goods is assured and, on the other, a saving of resources expended on the payment of pensions, medical treatments, social insurance, etc. As noted by B. V. Petrovskiy, USSR minister of health, millions of citizens cured of malignant tumors by means of modern methods of treatment are now living, learning and working in our country.

Being a component part of the non-productive sphere, in proportion to its development the public health service will intensify its influence on the dynamics of the national economy, increasing its effectiveness in enlarging the national wealth of the country through the reproduction of manpower and social product. The accelerated development of the national economy, scientific and technological progress and the considerable growth of the economic potential of the country are setting with special force before the public health service tasks in the improvement and elevation of its effectiveness as a sector of the national economy. Those requirements were formulated very clearly in decisions of the 25th CPSU Congress on questions of public health, and also in the resolution of the CC CPSU and the USSR Council of Ministers dated 22 September 1977 and entitled, "On measures to further improve the national public service."

In accordance with the requirements of the party and government stated in those documents, public health agencies are to assure expansion of the volume and elevation of the quality and effectiveness of measures to preserve the health of the population.

The planning of the public health service represents the basic method of controlling its material base on the whole and its separate component parts (hospital, outpatient polyclinic, sanitariums and health resorts, etc), assuring in that case the purposefulness of their development. In the planned control of a socialist economy regularities in the development of the public health service are revealed. Thus, study of regularities in the origination and formation of the level and structure of the population's morbidity permits establishing standards of the population's requirements for medical treatment and disease-prevention service, and on the basis of them determines the paths of development and improvement of organizational forms of medical care of the population.

The planning of the public health service as an independent subject includes: the methodology and organization of work on the plan; the development and rational arrangement of the network of public health institutions; consolidation of the material and technological base of medical scientific research institutions and educational institutions; improvement of the methodology of planning on the basis of application of method of economic mathematics and computer technology in the planning of the public health service, etc. Used for the compilation of the plan of the development of the public health service are, for example, such planning indicators as the number of beds in hospitals, the number of physicians and positions for physicians (absolute numbers), and also their numbers on the average for a definite number of the population (relative numbers). The indicators are comparable and reducible.

Some economists think that those indicators do not characterize the material basis of the public health service and do not testify regarding the working efficiency of public health institutions. That is not so. The fact is that the public health service is a sector of the non-productive sphere that is called upon to render medical care to the population. In connection with that the main indicators of the development of the public health service must characterize the level of provision of the population with medical care. The number of hospital beds and the number of physicians completely corresponds to that requirement. In addition, those indicators make it possible to compare the level of development of the public health service in our country with past periods, and also with the level in other countries, as those indicators are used by all countries of the world and the international health organizations.

The number of beds characterizes the capacity of each hospital and of all hospitals. This indicator permits determining the need for capital investments, material resources and finances for the construction and maintenance of hospitals, and also the efficiency of use of the pool of beds and of material and labor resources during the use of hospitals, and much else.

The public health service, as a sector of the non-productive shpere, has considerable fixed capital, material and labor resources at its disposal, and they are increasing with each year. Therefore special importance is being acquired by questions of the management of the public health service, of the rational creation and disposition of the network of its institutions, of the rational, economical and efficient use of fixed assets and material and labor resources.

Extensive investigations in the area of study of the material base of the public health service have been conducted in our country recently. In spite of the complexity in estimating the efficiency of the activity of public health institutions, its social necessity, influence on the processes of reproduction of manpower, increase of labor productivity and, consequently, growth of the national income are unquestionable.

The quality of medical care can be determined by a number of indicators. Thus, the quality of outpatient polyclinical care is characterized by the

timeliness of establishment of the diagnosis, the designation and qualified conducting of medical procedures and inspections, prophylactic inoculations and the home nursing of the newborn, and if necessary, hospitalization of the patient.

The efficiency of the public health service depends directly, on the one hand, on the rational use of the material and technical base and the material, labor and financial resources, and, on the other, the interrelations of the given sector with the production of medicines and medical equipment.

In our country over 3.2 million hospital beds are in use. Their efficient use is acquiring paramount importance. We have accumulated rich experience in the analysis and estimation of the use of the material and technical base of hospital institutions. An important indicator that is used to evaluate the activity of a hospital is the length of treatment of a patient in it. On the whole for the country the average annual length of treatment of a patient in a hospital in 1974-1977 was 17.4 days in the cities. In the countryside it was 13.4 days in 1974, 13.7 days in 1975, 13.6 days in 1976 and 13.9 days in 1977.

Evaluation of this indicator regarding separate specialized types and determination of more definite criteria for hospitalization permit establishing all the factors affecting its formation and revealing reserves in the use of the bed pool. Reduction of the average treatment periods of patients in a hospital can be assured by improving diagnosis in the pre-hospital stage (primarily in outpatient clinics and polyclinics) and improvement of the interrelations of the outpatient polyclinic institutions with the hospitals.

	Average bed occupancy, days per year				
	1966	1969	1973	1975	1977
In the cities	320	315	322	328	326
In the countryside	287	286	296	302	306

An important indicator of the activity of a hospital is the average number of days of bed occupancy per year. Shown in the table is the level of that indicator in hospitals of the system of the USSR Ministry of Health (data on 90 oblasts).

A low number of days of bed occupancy per year not only leads to reduction of the provision of the population with hospital medical care but also inflicts considerable economic damage. Expenditures on a bed not occupied by a patient are only 20-25 percent less than expenditures on an occupied bed.

In the drafting of the plan for the economic and social development of the country and the plan for the public health service the calculated indicator of the average number of days of hospital bed use per year is refined with

respect to separate public health institutions and administrative territories of the country with consideration of a number of factors affecting the intensity of function of hospital institutions (the level, structure and dynamics of morbidity of the population, the character of its dispersal, the presence of means of movement, the intensity of the selection of patients for hospitalization, etc).

It has been shown by the investigations of many Soviet scholars (G. A. Popov, Ye. A. Loginova, V. G. Bolashov, G. S. Muchiyev, M. V. Potekhina, A. K. Plyasunov, N. T. Trubilin and V. M. Shipov) that the following are necessary for the efficient use of the bed pool and improvement of the quality of specialized medical care: definite interrelations and continuity in the work of the polyclinic and hospital; wider use in hospitals of the consultative help of specialists; reduction of the examination periods in the hospital on account of better organization of work and the elimination of unjustified repetitions of investigations conducted in the polyclinic; wider use in the hospital of complex treatment; elimination of factors causing long stay in the hospital, not connected with peculiarities of the treatment of disease, etc. Increase of the throughput capacity of hospitals assures not only a medical but an economic effect. Thus, increase of the throughput capacity of hospitals on the whole in the country by more than 6 million patients, or 15 percent, without an additional increase of beds, is equivalent to the use of 260,000 beds; to put them in use would require 2.7 billion rubles, and for annual maintenance--about 400 million rubles. In that case an additional 30,000 physicians would be needed, the expenditures on the training of which would be 180 million rubles, and 90,000 nurses, the training of whom would cost the state about 180 million rubles. Other criteria for estimating the working efficiency of hospitals are also used in practice.

Economic analysis of the activity of outpatient polyclinics also permits revealing reserves of the material and technological base and medical personnel of that type of medical and preventive care. The data of a simultaneous report on 1 January 1973 of outpatient polyclinics showed that a considerable number of outpatient clinics, polyclinics and dispensaries functioned without a complete staff. On the average for the USSR 27 percent of the municipal institutions worked a single shift. Moreover, analysis of the provision of outpatient polyclinic care, primarily of specialized types of it (stomatology, psychoneurology, etc), shows that the need of urban and rural dwellers for those kinds of medical care are not being completely satisfied.

Increase of the number of work shifts of all polyclinics of the country to 1.6 shifts on the average is equivalent to the introduction of an additional 300 polyclinics (at 500 patients per shift), on the construction of which 150-180 million rubles of capital investments would have been required.

The introduction in 1981 (in accordance with the resolution of the CC CPSU and the USSR Council of Ministers entitled, "On measures to further improve the national public health service") of planning of a network of outpatient polyclinic institutions (separate from hospitals) and expenditures on its

maintenance will contribute to an increase of effectiveness of capital expenditures in the public health service.

To prepare for the transition in the country as a whole to separate planning of the development of hospitals and outpatient polyclinic institutions, the USSR Gosplan, the USSR Ministry of Health and the USSR Ministry of Railroads as an experiment have worked out the plans for 1979 for outpatient polyclinic institutions of rail transport. In 1979 it is proposed to bring the capacity of outpatient clinics and polyclinics in the Ministry of Railroads system to 223,000 patients per shift, which for the 10,000 serviced population amounts to 171 patients per shift. A plan also was worked out for the separate financing of outpatient polyclinic institutions, including those combined with hospitals.

The rational, economical expenditure and use of material, financial and labor resources is a very important task of the national economy, including the public health service. A. N. Kosygin has emphasized, "Our resources are great. But they are not limitless. They belong not only to the present but also the future generations of the Soviet people. Therefore it is our task to expend them wisely, thriftly, very rationally" [5].

The Soviet public health service has at its disposal a developed material and technological base and a steadily increasing contingent of physicians, pharmacists and other medical personnel, the latest medical equipment and apparatus with great scientific potential. Further increase of the quality and effectiveness of measures conducted in the area of public health will depend more and more on the rational use of the resources at its disposal. In connection with that, steady improvement of the planning methodology and the development of the material and technological base of the public health service and improvement of the work of its agencies will in the final account contribute to more complete satisfaction of the needs of members of Soviet society in the preservation and reinforcement of health.

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TRANSPORTATION

PLANS FOR HANDLING MOTOR TRAFFIC AT MOSCOW OLYMPICS DESCRIBED

Moscow GORODSKOYE KHOZYAYSTVO MOSKVY in Russian No 8, 1979 pp 29-30

[Article by R. V. Gorbanev, chief engineer of the Scientific Research and Design Institute for the General Plan of Moscow: "The Organization of Traffic"]

[Text] It is expected that over 500,000 persons will arrive in our capital in the summer of 1980 during the period of holding the Olympic Games. Moscow is preparing to properly welcome the guests, to house them comfortably, and to create the necessary conditions for the participants of the competitions, the judges, officials and numerous tourists. Among the numerous questions which must be solved by the organizers of Olympics-80, an important place is to be given to providing transport services.

The geography of the Olympic facilities is great. The sports complexes in Luzhniki, Krylatskoye and on Prospect Mira [Peace], the Dinamo and TsSKA [Central Army Sports Club] stadiums on Leningrad Prospect, the equestrian facilities in Bittse, the shooting range in Mytishchi are located at the opposite ends of the city and beyond its limits. Also located in different places are Olympic Village, the hotels, dormitories which will house the participants, judges, officials and tourists. And in addition to the sports events the guests of Olympics-80 will be offered a broad cultural program which includes excursions, trips out of town, attending theaters, concert halls, museums, exhibits and so forth. Hence it will not be an easy thing to organize efficient transporting of the participants and spectators to the sports arenas and places of the cultural program.

More than a year ago the Executive Committee of the Moscow Soviet approved a general plan for organizing traffic during the period of the Olympic Games. This was worked out by the collective of the NIiPI [Scientific Research and Design Institute] for the General Plan, with the participation of the Administration of the GAI [State Automobile Inspectorate] of the GUVD [Main Internal Affairs Administration] of the Mosgorispolkom [Moscow City Executive Committee], the transport organizations of the capital and the Olympics-80 Organizing Committee. According to the plan, the participants, guests and tourists will be transported basically over the so-called Olympic routes. These arteries are

divided into two categories. The first interconnect the residences of the members of the "Olympic family," the press center, the sports complexes, the training areas as well as the airports and railroad stations. The other Olympic routes connect the hotels and dormitories which will house the foreign and Soviet tourists with the sports complexes, the sites of the cultural program and the airports and stations.

The Olympic routes include the basic arteries of Moscow such as: Metrostroyevskaya Street--Komsomol'skiy Prospect--Vernadskiy Prospect--Gor'kiy Street--Leningrad Prospect--Dimitrov Street--Lenin Prospect--Prospect Mira--Yaroslavl' Highway, Michurin Prospect, Kalinin Prospect--Kutuzov Prospect--Mozhaysk Highway. This same list would include the Sadovoye Ring, certain quays of the Moscow River, and parts of the inner city ring arteries such as Begovaya Street--Nizhnyaya Maslovka--Sushchevskiy Val [Embankment], Marx Prospect and Kashira--Rublevo.

Jointly with the Central Mathematical Economics Institute of the USSR Academy of Sciences, the NIiPI for the General Plan has calculated the expected motor traffic on the arteries of the capital during the period of the Olympic Games. The analysis has shown that on individual streets the expected traffic intensity can exceed their capacity. For this reason the general plan provides a number of measures which will help to lessen the heavy traffic on the basic Olympic arteries.

In the first place, in using the parallel routes, we plan to divert the transit motor traffic from the center of the city and the areas of the major sports complexes. On the heaviest traveled Olympic routes, truck and private car traffic will be restricted as much as possible. The extreme left lanes have been reserved for only the Olympic motor traffic and special vehicles. Secondly, it has been recommended that new routes for ground passenger transport be organized and frequency of service on the existing routes be increased when the routes are to be used for delivering the spectators from the near-by subway stations and residential areas of the city to the sports complexes.

The general plan also provides for limiting access to the capital for the Olympic period for out-of-town vehicles not involved with the vital activites of the city and the Games. A system of stopping or parking areas will be built on the motor arteries leading into Moscow. They will be located near the Moscow Ring Highway. The parking areas will be linked with the city by the public transport routes and will be equipped with everything necessary for servicing and washing of the vehicles. Each such parking area is designed for 500-600 vehicles.

At the same time it has been proposed to reconstruct a number of the city streets. By the start of the 22nd Olympics, a section of the Northern Ray artery will be built. Michurin Prospect will be extended to the Olympic Village. Even now the widening of the southern part of the Sadovoye Ring is being completed, and an additional side lane will be created on Leningrad Prospect from Begovaya Street to the Sokol subway station. A decision has been taken to fully equip the capital's main arteries with modern traffic control devices.

Diagram of the Olympics-80 locations. They are all interconnected by convenient transport services. The diagram shows the routes over which traffic for the basic Olympic spectators will be routed during the days of the Games

Key to major locations: a--Mytishchi; b--Dinamo and Leningrad Prospect; c--Ostankino; d--Dinamo Central Stadium; e--Sokol'niki; f--Izmailovo; g--Krylatskoye; h--Lenin Stadium; i--Olympic Village; j--Bittsevskiy Park.

The general plan outlines the basic principles for providing transport services for the participants, officials, guests, journalists and tourists arriving for the Olympic Games and the measures to ensuring their transporting. In particular over 5000 additional buses will be assigned to serve the guests of the Games, and at present we are solving the questions of their use, the creation of a central dispatcher service and providing parking areas.

It is equally important to organize parking lots by the sports complexes and near the accomodations of the guests. The NIiPI for the General Plan has worked out a plan for providing the Olympic sites with parking lots for cars and buses. The calculating of the necessary number of parking places

was carried out in accord with the number of members of the "Olympic family" the official representatives, and the Soviet and foreign tourists. In addition to the already existing parking lots there are plans to create parking facilities for 10,000 cars and 2000 buses. They will occupy a territory of 44 hectares. The largest parking lots will be organized by the V. I. Lenin Stadium with spaces for 4000 cars and 780 buses, by the complex on Prospect Mira with spaces for 2000 cars and 250 buses, by the Dinamo Stadium with spaces for 1000 cars and 300 buses. In addition, there will be parking facilities for a total of 16,000 cars and 300 buses near the hotels, dormitories, motels and camping grounds, that is, near the accomodations of the foreign and Soviet tourists.

A special section of the general plan provides for servicing of the vehicles of the guests of the Olympics. By 1980 two new service stations will be completed in Moscow. Mobile repair shops and tow trucks for transporting broken down vehicles will be on duty on the Olympic routes. Other questions are also being solved aimed at improving vehicle servicing in the capital.

As a whole, the implementing of the general plan for organizing traffic will serve as a reliable basis for handling the traffic of the 1980 Olympics.

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LONG-RANGE PLANNING APPLIED TO MARITIME TRANSPORT

Moscow VODNYY TRANSPORT in Russian 22 Sep 79 p

[Article by B. Volkov, candidate of economic sciences, head of the department of the prospects of development of maritime transport of "Soyuzmorniiproyekt": "Forecast Up to the Year 2000: About Organization of the System of Basing the Prospects of Development of Maritime Transport Under the New Conditions of Planning"]

[Text] The necessity of creating a system of basing the prospects of development of the national economy that is unified for the whole country has long been felt by everyone who is occupied with forecasting and planning the future of the Soviet economy. This is why truly vital interest in the scientific collectives and among practical workers of planning agencies of the Ministry of the Maritime Fleet has been aroused by the resolution of the CPSU Central Committee and the USSR Council of Ministers "On Improving the Planning and Increasing the Effect of the Economic Mechanism on Raising the Effectiveness of Production and the Quality of Work." The resolution provides for a strict system of planning the development of sectors of industry and capital construction. In our opinion, the proposed system can also be applied in transport, particularly in maritime transport.

The organization of scientific research on the future of the development of maritime transport was established by an order of the ministry at the very beginning of the 10th Five-Year Plan. It creates the necessary basis for the transition to the new system of planning. In accordance with the plan of scientific research, being worked out in the Ministry of the Maritime Fleet (MMF) are a combined forecast of the scientific-technical and socioeconomic development of the sector for the period up to the year 2000 and a general plan of development of maritime transport up to 1990 with detailed bases for 1981-1985, that is, the system of

planning indicated in the resolution was observed in principle. However there is still much to be done so that it will meet the demands of the resolution not only organizationally, but also with respect to methods.

The goal of the combined forecast of the development of maritime transport is the development of qualitative and quantitative estimates of the development of the sector up to the year 2000. The essence of the general plan is in obtaining the quantitative and qualitative estimates of the development of the sector. With respect to lead time, both of these studies pertain to forecasting: the combined forecast pertains to long-term forecasting, and the general plan pertains to medium-term forecasting. The forecast determining the tasks of development of the sector and the basic paths of their realization becomes the strategy for development of the sector in the complex program of scientific and technical progress and its socioeconomic consequences for the next 20 years.

The general plan, ascertaining the potentials and variants of realization of the goals set before the sector, becomes the tactic of its development in the main directions of social and economic development for the next 10 years, a component of which--the five-year plan--determines the sequence of realization of the goal. The annual plan in turn regulates the ad hoc activity directed at meeting the assignments set by the five-year plan.

The echelons of forecasting adopted in the studies on the prospects of development of maritime transport correspond to the echelons of planning adduced in the resolution.

The range of long-term planning for maritime transport comprises 20 years. This time is equal to the period of the rate of turnover of the overwhelming part of the fixed productive capital of maritime transport, which practically coincides with the length of service of the sector's technical means: the fleet, on-shore handling equipment, machinery and mechanisms.

Obviously, the turnover time of fixed capital is sufficient time to evaluate qualitative changes in the material and technical basis of the sector and, what is most important, to ascertain the socioeconomic consequences of such changes.

The upper limit of the range of medium-term forecasting (of the general plan) at the beginning of the 70's was 15 years. This almost corresponded to the duration of the investment cycle from the time of adopting the idea of a new technology of transport until its practical realization. However now, as a result of acceleration of scientific and technical progress in maritime transport, this cycle is being reduced and is approaching 10 years.

As is evident, the levels of planning indicated in the resolution for maritime transport have a very definite economic meaning. In certain sectors of the national economy periods of turnover of fixed capital, or

investment cycles exist that are of different duration. However, the resolution, providing a single level of planning for the whole national economy, solves the most important problem: it gives the opportunity to work out material, labor and transport balances on the scale of the whole country. In the past the transport sectors, when setting up the plans for their own development for the long-term future, experienced great difficulties because without such balances they could not reliably substantiate their own freight base.

In addition to the solution of important organizational problems, the resolution contains a number of completely new methodological principles. In particular, it is a matter of the role and place of the five-year plan in the overall system of long-range planning. Even formerly it was recognized as the basic form of planning, but it was more a sum of annual plans worked out according to especially established assignments, but not unified by economic norms and standards that were stable for its five-year period.

A five-year plan, based on long-term economic relations and contracts, should be the result of a long-term program of development of the sector, and not a captive of the established situation. This is why it is necessary to link the quality of the plan with the possibility of realization of the goals set before it. Planning of the indicators according to the established dynamics may lead the sector away from scientific and technical progress, direct it to a dead-end, contribute to the scattering of resources. It happens in practice that despite the fulfillment of plan assignments certain indicators "jump." Actually, if the sector solves the problem regarding expansion of the export of transport services by means of more extensive intrusion in the world market, then fulfillment of the profit plan should interest higher planning bodies to a much greater degree than the lowering of profitability in the first years of assimilation of the expensive specialized fleet necessary for solution of the task set forth. If a program of new construction of ports is adopted for effective backing of the given freight turnover, then the reduction of the yield on capital, especially in the period of assimilation of new capacities, cannot serve as an indication of worsening of the sector's operation. Therefore in the list of indicators to be approved by higher agencies, it is necessary to include only those which react to the degree of realization of the goals set before the sector in the given five-year plan ("target indicators"). This is why the existing system of approved indicators needs review. The target indicators should respond to the interests of the national economy and the sector and should be capital-forming by their nature. It is also necessary to conduct an "inventory" of sector indicators and measures in order not to be held captive by them due to the contradictory properties of some of them.

In the Ministry of the Maritime Fleet extensive work has been developed to prepare proposals on the given question. The direct participation in this by the leadership of the ministry, on-site planning workers and scientists indicates the understanding of the exceptional importance of this document for the destiny of the transport sectors.

10908
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USE OF LARGE-CAPACITY LAND-SEA CONTAINERS DESCRIBED

Moscow MORSKOY FLOT in Russian No 8, 1979 signed to press 4 Jul 79 pp 12-13

[Article by Candidate of Technical Sciences I. Grabarnik of the State Design and Scientific Research Institute for Maritime Transport of the USSR Ministry of the Maritime Fleet: "Large-Tonnage Land and Sea Containers"]

[Text] Container movements are a concrete expression of the transport and economic ties and needs of the national economy.

Of particular interest for the maritime fleet are the container terminals of the Ministry of the Railroads as a predominant share of the freight shipments originate and terminate in points adjacent to the railroads.

The development of container freight shipments, in addition to the obvious advantages gained by the sharp reduction of the anchoring time of vessels during cargo-working operations and the greater safekeeping of the shipped cargo, provides an opportunity of organizing through "door-to-door" freight shipments under safe conditions, thereby providing for the participation of maritime transport in integrated transport systems.

The previous five-year plan was a time of the intensive development of container shipment by maritime transport and the equipping of the sector with specialized vessels and the construction of container piers and terminals. The nature of the growth of these shipments indicates that the more rapid growth rates are to be found in overseas shipping. Thus while coastal shipments rose by 1.95 fold in 1971-1975, over the same period the overseas shipments increased by 14.4 fold. And if 1975 is taken as the base year, then in 1977 overseas shipment increased by 1.5 fold, while coastal shipments rose only by 1.025 fold, that is, they remained virtually on the previous level. This situation is related to the fact that during the previous and present five year plan, cargo shipping in large-tonnage containers has undergone particular development in maritime transport.

The organization of such containerized shipments involves certain organizational measures, as in addition to creating a specialized fleet, it is essential to

install transloading equipment, prepare the cargo owners and so forth. The unpreparedness of our clients as well as the insufficient physical plant of rail and truck transport impede the development of large size container shipment within the nation, and this has been reflected in the low development rates of coastal shipments by sea and by rail where in recent years the average annual growth rates of container shipment have been just 3-5 percent.

One of the basic reasons hindering the development of this progressive form of cargo shipping has been the insufficient number of container terminals on the Soviet railroads. The specific operation of maritime transport is conditioned by the fact that as a rule the cargo originates far from the ports and the railroad container terminals are the centers which organize the beginning or end of the movement of the freight in containers "from the door of the sender to the door of the recipient."

The question of creating a sufficient number of container terminals on the nation's railroads is of enormous significance not only for the maritime fleet but also for the entire national economy.

Thus, while the volume of sea container shipments in 1978 reached 6.1 million tons, in 1980, it will be over 7.5 million tons, that is, it will increase by 23 percent over the remaining 2 years.

The further increase in these shipments by sea will bring about even higher outlays on organizing them in the sector. The problem is that at present about 70 percent of all the cargo shipped by sea in containers is delivered by rail to the port in ordinary crating and then loaded into the container for further transporting.

Thus, the cargo moves in the containers under systems of "port-to-port" or "Soviet port to overseas recipient," or the reverse.

Just how ineffective such cargo shipments in large containers are can be seen from the following. In accord with the standards, the handling of large containers using the flatcar--warehouse--vessel system requires 3 fold less longshoremen than handling the containers under the car--container--warehouse--vessel system (with loading the containers at the port).

An analysis made by Chernomorniiproyekt [? Black Sea Scientific Research and Design Institute] for the state of cargo handling in ports in employing large containers under the "door-to-door" and "port--overseas recipient" systems makes it possible to conclude that as an average for the entire range of freight shipped by containers, the additional loading of the large containers causes a wage overexpenditure of 1.1 ruble per ton. An analogous situation exists in our other ports as well.

As was pointed out previously, the rail container terminals in our nation play the basic role in making up the container cargo shipments under the "door-to-door" system.

At present 73 container terminals have been opened for receiving and processing the large containers with foreign and domestic freight on the Soviet railroads, however the capabilities for receiving the large containers at these terminals are far from equal (the sizes of the areas, the number and capacity of the cranes, the presence of the required capacity of the motor transport, and so forth). As a result of this, the Ministry of Railroads has opened only 39 of the 73 stations for the heavy freight traffic to the CEMA member nations. Such a cutback in the number of stations (by more than 46.5 percent) has led to limiting the opportunities for introducing "door-to-door" container shipments. For increasing the share of shipments by this system, it is essential to determine the stations which must be readied first for receiving the large-tonnage containers.

An important means for increasing the effectiveness of container shipments is the correct solution to the problem of the rational placement of the container points in the nation's transport system considering the specific features of container hauling by each type of transport.

According to a study of the State Design and Scientific Research Institute for Maritime Transport of the USSR Ministry of the Maritime Fleet, for increasing the share of large-tonnage containers which would be shipped "door-to-door" as well as for increasing the role of other railroads in making up container shippable freight flows, by 1980, it is essential to open up another 31 container terminals in addition to the already existing ones on the railroads. These would be in Panevezhis, Kaliningrad, Bratsk, Volkhovstroy, Murmansk, Krasnokamsk, Asbest, Kotlas, Arkhangel'sk, Rovno, Telegino, Kherson, Osipovichi, Stepyanka, Tomsk, Novosibirsk, Barnaul, Pereyezdnaya, Rubezhnoye, Konstantinovka, Tol'yatti, Khemzavodskaya, Sterlitamak, Termez, Ashkhabad, Zaporozh'ye, Yerevan, Tbilisi, Nevinnomysskaya, Semipalatinsk and Chita.

Considering that Soviet industry has already begun the production of large-tonnage containers, with their output increasing annually, the opening of the new railroad terminals will make it possible in 1980 to obtain a saving of 9-10 million rubles for the national economy merely from the shipping of import and export cargo.

10272
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COMPLAINTS VOICED ABOUT POLTAVSKAYA OBLAST ROADS

Grain Losses Due to Poor Roads

Kiev RABOCHAYA GAZETA in Russian 20 Jul 79 p 1

[Article by V. Lys, RABOCHAYA GAZETA correspondent, Poltavskaya Oblast: "Oh, The Roads!"]

[Text] In Khorol'skiy Rayon, just as everywhere, the harvest is in progress, the grain is being cut and threshed and transported to grain-receiving stations. But a lot of it is being spilled along the roads, and many trucks are breaking down. And all of this is because of the roads, which absolutely are not ready for hauling the grain from the new harvest. There is broken asphalt on the road stretching from the village of Berezhnyaka to Pokrovskaya Bagachka, the stretch of road between Vishnyaky and Trubal'tsy is full of ruts, there is a deep hole at the very bridge in the village of Brigadirovka, and the road between Grushnyanyy and Kovali is broken up. It is possible to enumerate further.

All of this is on the conscience particularly of the chief of the rayon road repair and construction section, M.A. Bun'. For some reason he forgot to see to it in time that the road brigades filled the holes and ruts in the roads with gravel and sand. Such forgetfulness costs dearly. In concrete terms it means losses of grain.

More Complaints About Road Conditions

Kiev RABOCHAYA GAZETA in Russian 25 Sep 79 p 1

[Article by I. Kharchenko, senior engineer of the Ukrorgavtotrans Production Association: "The Springs Are Squeaking..."]

[Text] On 20 July of this year published in RABOCHAYA GAZETA was a remark about the fact that in Khorol'skiy Rayon in Poltavskaya Oblast many sections of the roads were in poor condition and this hindered hauling the yield during the harvest days. In this rayon the necessary measures were taken rather promptly, and all the dirt and field roads were taken under especial control.

> The alarm signal which the newspaper is publishing today, unfortunately, is again from Poltavskaya Oblast. It is to be hoped that the instruction of the oblast executive committee, to which the author of the note is referring, will be carried out finally by all upon whom the quality of the beet routes depends.

Fairy-tale knights, sent miles and miles away to a faraway kingdom, often ended up in a difficult situation. During the long trip they unexpectedly came across a stone with the inscription: if you go straight ahead, you will perish, if you turn to the right, you will lose your horse...

The drivers of the Poltavskaya Oblast Motor Vehicle Administration, working on hauling sugar beets in Mirgorodskiy, Lokhvitskiy and Gadyachskiy rayons are in approximately the same situation. On some roads they often come across signs which translated from the language of the drivers mean: straight ahead the way is closed, if you go to the left you will get stuck, to the right the road is narrowed and you may meet up with a vehicle going the other way. The knight of the highways sees these signs and automatically gives way to despair. What is to be done? If, for instance, on the approach to the beet receiving station, near the Mirgorod railroad station, there are huge pot-holes. The trailer will come off, like on the sea waves, and the beets will pour into the ditches along the roads.

Near the central railroad crossing of the fittings plant the road is in a state of neglect. Metal loops stick up from below. There is no barrier, no sound or light signals here. On the overbridge the turning radius does not correspond to the traffic safety rules and it is necessary to go onto the road for traffic in the opposite direction.

On the approaches to the Melashenkovo railroad station from the side of the Mirgorod to Velikiye Sorochintsy highway, and on the Zubovka to Khomutets to Zuyevtsy highway and others the roads are narrowed.

There are analogous shortcomings in Lokhvitskiy and Gadyachskiy rayons. The beet route, leading from Lubny to Lokhvitsa, and the beet route on the section from the village of Nikolayevka to the Sencha railroad station are particularly in an unsatisfactory condition. Repairs have not been made here for several years. The beets can be delivered perhaps with the speed of someone travelling on foot.

The oblast motor vehicle administration reported on all these shortcomings to the deputy chairman of the Poltavskaya oblast executive committee, A.I. Timoshchenko. He demanded that urgent measures be taken by the oblast production administration for construction and operation of highways, the oblast communal administration, the oblast inter-kolkhoz road building administration, the Poltava department of the Southern

Railroad, the oblast motor vehicle inspectorate and the rayon executive committees.

Much time has passed. But the knights of the highways, just as before, are uneasy. The springs are squeaking, the beets in the bodies of the trucks are bobbing up and down.

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